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RESPONSES OF ENGLAND,
GERMANY AND SWITZERLAND
TO DECLINING SCHOOL ENROLMENTS

CATHERINE MICHALSKI

AUGUST, 1978

COMMISSION ON DECLINING SCHOOL ENROLMENTS IN ONTARIO (CODE)

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Preface

This report on the reactions of some other countries to the phenomenon of declining school populations, forms one part of the Curriculum group's study of the effects of that phenomenon on school programming. A secondary, and more specific area examined, was that of multicultural programming in areas where a decline in births to the indigenous population has been buffered by the effects of immigration. The geographical areas for visitation were selected on the basis of their known, high density, foreign born populations in the schools.

The interviews reported upon herein took place during the latter part of April and early May, 1978. It was hoped that by identifying informants by function, not by name, that a greater degree of candor would result.

The "Individual Interviews" sections are an attempt to provide readers with uninterpreted material which they may examine for particular personal interests, and from which they may choose to make conclusions other than those reached by the author of this report.

Although the amount and kind of program change necessitated in other countries had been an initial interest, that identified was limited but useful. What was uncovered was a *resistance to program change* and a large variety of techniques for coping with staffing and organizational ebb and flow while keeping program and curriculum needs paramount.

Thanks are due to Mrs. Dorothy Ainsworth for help with the tedious task of transcribing the tapes, and Miss Sally Praskey for her help in translating and transcribing the tapes of those interviews conducted partly in German.

Readers interested only in the substance of the report should omit these parts 2,5 and 7

C. Michalski
August 15, 1978

PART 1

ENGLAND - GENERAL

1.1 Background

(a) Observations

England appears to be just beginning to recover from a long period of economic crisis. There is still massive unemployment among the young, with a larger proportion of black youngsters being unemployed than white. Since 1973 general immigration has been cut back except for Ugandan-Asians, Greek and Turkish Cypriots, Lebanese, and Common Market compatriots. Most of the black students now arriving at schools are English born and English speaking (e.g., a Birmingham accent having been exchanged for the dialect of Jamaica).

A recent Education Act is forcing the hand of the last counties to hold out against "going comprehensive". Although most teachers encountered, seemed if not in favour, at least resigned to the concept, those secondary teachers with whom I spoke still seemed to be focussing their ambitions for program and children, and evaluating their own performances, upon the provision and completion of those "A" level (Advanced Level - Sixth Form) courses that are the keys to the universities' doors. The gradual provision of Sixth Form Centres and Sixth Form Colleges however, will inevitably lead to a shortened secondary school program.

Some educators were extremely worried about inter-racial tensions, others were quick to insist that Britain had class problems not skin colour problems. The National Front, a neo-Nazi group, had been very active during the period before I arrived. Teachers were greatly upset because the schools, which are in theory available to any community group, had been used to hold N.F. meetings. Some secondary school students were in the process of forming a counter group -- S.C.A.N. -- School Children Against Nazism.

The inner city of London has experienced vandalism and depopulation. Only now are urban planners realizing that cities, if they are to live, need people, and are encouraging a return to the city of both people and industry.

Multicultural programs in schools are limited to: English as a Second Language (with the general direction being every teacher a teacher of E.S.L.); the integration of some Black Studies into the general curriculum; and the use of a course on World Religions as a primary vehicle for cross-cultural understanding. Some schools are offering Heritage Language programs after school. Initiatives such as these are mainly the result of the activities of individual teachers, and are not county or national policies.

A new focus has been given to multicultural education by a recent report by a parliamentary group on the plight and malfunctioning of many West Indian children in the schools. (See Appendix 9.1)

(b) From the Green Paper on Education, 1977

Twelve years ago the Labour Government issued its first circular on comprehensive reorganization, an objective which is largely but not yet wholly achieved, but one which the government is determined to complete. Already in three quarters of the schools the selective system is a thing of the past.

New methods, new structures, new examinations, in a period of expansion, created a demand for more teachers. The speed of change, the inexperience of teachers, and in some areas the increasingly multicultural nature of the society have created high teacher turn-over rate, and considerable controversy over what has been achieved, over standards, and over what aims education ought to have.

For these reasons the government issued in July, 1977 a Green paper on Education containing certain proposals for discussion. The introductory material resounds with some familiarity in Ontario ears.

Children's standards of performance in their school work were said to have declined. The curriculum, it was argued, paid too little attention to the basic skills of reading, writing, and arithmetic, and was overloaded with fringe subjects. Teachers lacked adequate professional skills, and did not know how to discipline children or to instil in them concern for hard work or good manners. Underlying all this was the feeling that the educational system was out of touch with the fundamental need for Britain to survive economically in a highly competitive world through the efficiency of its industry and commerce.

Some of these criticisms are fair. There is a wide gap between the world of education and the world of work. Boys and girls are not sufficiently aware of the importance of industry to our society, and they are not taught much about it. In some schools the curriculum has been overloaded, so that the basic skills of literacy and numeracy, the building blocks of education, have been neglected. A small minority of schools has simply failed to provide an adequate education by modern standards. More frequently, schools have been overambitious, introducing modern languages without sufficient staff to meet the needs of a much wider range of pupils, or embarking on new methods of teaching mathematics without making sure the teachers understood what they were teaching, or whether it was appropriate to the pupils capacities or the needs of their future employers.

Other criticisms are misplaced. It is simply untrue that there has been a general decline in educational standards. Critics who argue on these lines often make false comparisons, for instance with some non-existent Golden Age, or matching today's school leavers against those of a generation ago without allowing for the fact that a far larger proportion of boys and girls now stay on into the sixth form. Recent studies have shown clearly that today's schoolchildren read better than those of thirty years ago. Far more children, over a wider range of ability, study a modern language or science than did a generation ago. Many more take, and pass, public examinations. Many more go on to full-time higher education. (Green Paper, paragraphs 1.2, 1.3, 1.4)

Financing

Even the references to financing of schools have a familiar ring.

"The country's economic well-being is directly related to its ability to sell goods and services overseas." (G.P. 1.10)

In order to control a disturbingly high rate of inflation to ensure adequate resources for regenerating industry, the Government's top two priorities, economic restraint has been necessary. It has been reflected most sharply in the reduction of public expenditure since 1975*. Education in company with other programmes such as housing and roads has had to take its share of these cuts amounting in the period of 1975 to 1977 to £150 million (2.4%). The cuts have undoubtedly delayed some badly needed school buildings and other capital developments. They have also imposed severe constraints on the maintenance and upkeep of buildings, on the provision of school equipment and materials, on the numbers of non-teaching staff, and on other long-desired educational developments: the achievement of further reductions in class size has had to be postponed. But these reductions must be judged against the major expansion in expenditure on education that took place in the period 1965 to 1975, an increase of 60% in real terms; and

* See table 1.22 p. 11

against the incoming substantial fall in pupil numbers. Public expenditure for 1977/78 has now been settled: the figures for future years remain provisional but by the end of the decade it should be possible to resume a modest rate of growth in public expenditure. (G.P. 1.17)

Curriculum

Certain criticisms of the curriculum voiced in Canada also appear to have wider circulation. In the British Green Paper we read that there is a need to investigate the part which might be played by a 'protected' or 'core' element that would be common to all schools; that literacy and numeracy need to be stressed; that the curriculum has become overcrowded, and that the essentials are at risk; that when children move from place to place they are penalized by the differences in curriculum and by inequalities of opportunities; and that the curriculum, in many schools, is not matched to life in industrialized society.

Testing

A suggestion that there be external and universal, applied tests of basic literacy and numeracy is firmly rejected in the Green paper by the Secretaries of State.

Because of the differing abilities and rates of development of children of school age, tests pitched at a single level could be irrelevant for some and beyond the reach of others. Moreover the temptation for schools to coach for such tests would risk distorting the curriculum and possibly lowering rather than raising average standards. (G.P. 3.11)

There will be, however, some inspection and assessment.

On the whole, inspection tends to be a subjective and qualitative process, though HM Inspectorate is increasingly moving towards complementary quantitative analyses of which the current surveys of primary and secondary schools are a good example. Another source of quantitative assessment will

be provided by the Assessment of Performance Unit (APU)* of the Department of Education and Science. The APU is concentrating at present on the development of tests suitable for national monitoring in English language, mathematics and science. Its programme of national assessment will start in 1978: the initial studies will be in the area of mathematics, probably with 11 and 15 year olds. (G.P. 3.6)

Minority Children

The British House of Commons has a Select Committee on Race Relations which from time to time has issued useful reports. The Government has concluded that more detailed statistical knowledge is essential for any effective policy of positive discrimination and help. To this end the Government is considering the statistical monitoring of students and teachers, such monitoring to include statistics related to ethnicity and religion. It is proposed that an inquiry be set up to consider directions of future policy, and that such an inquiry "might embrace the wider concept of the education of all children for life in a multicultural society." (G.P. 5.3) (See also Appendix 9.1).

Nursery Education

It is suggested that the work of nursery schools and play-groups (parent-run pre-kindergarten "classes") be coordinated so that maximum use can be made of existing educational facilities.

*The terms of reference of the APU are:

To promote the development of methods of assessing and monitoring the achievement of children at school, and to seek to identify the incidence of under-achievement.

The tasks laid down are:

1. To identify and appraise existing instruments and methods of assessment which may be relevant for these purposes.
2. To sponsor the creation of new instruments and techniques for assessment, having due regard to statistical and sampling methods.
3. To promote the conduct of assessments in co-operation with local education authorities and teachers.
4. To identify significant differences of achievement related to the circumstances in which children learn, including the incidence of under-achievement, and to make the findings available to those concerned with resource allocation within the Department, local authorities and schools.

Teacher Supply

In 1962, the proportion of teachers who left the profession -- the wastage rate -- was 8.4%; by 1972, it had risen to 9.5% and in addition a further 11% changed schools. In some urban areas the percentages were much higher: as many as one in four of all teachers in some local education authority areas left their school during 1973.... It is estimated that in 1976 wastage was between 6½% and 7½% and in many urban authorities turnover was less than half the 1974 figure. A period of stability would do a great deal of good for our schools. (G.P. 3.1)

There are now about 459,000 qualified teachers, about 50% more than in 1966. Class sizes have been considerably reduced in the past 10 years. Since 1975 economic restrictions have brought this improvement of staffing standards to temporary halt. *The Government, however, intends to "provide resources to maintain current levels", and to proceed with further improvements as soon as economic conditions will allow. Up to 1981 the Government plans "additionally for substantial expansion of in-service training and induction."* (G.P. 6.3)

In 1973, the peak year, 40,000 newly qualified teachers completed their training. With planned contraction this number will be reduced to 20,000 a year by 1980. (G.P.6.4)(Conversation with teacher educators has convinced the writer that this is already a *fait accompli*.)

Up-grading Teacher Education

It is proposed:

- that as soon as possible there would be only graduate entry into the teaching profession
- that members of ethnic minorities should be encouraged to apply
- that the traditional cycle of school/teacher education/ school should be broken and preference be given to mature applicants with experience of employment *outside education*
- that colleges should begin to specialize perhaps as subject oriented centres, or as centres for particular age ranges of children, or for inner city education, or for multicultural education

- that there shall be formal liaison between those developing courses for teacher education and practising teachers through liaison of their professional organizations
- that new teachers should be released for at least one-fifth of their time for systematic help and induction training
- that there be a probationary period for new teachers before full status is given
- that there be an increase in the number of teachers released for in-service training, from a full-time equivalent of 4,500 in 1977, to a full-time equivalent of 18,500 in 1981. (The Government envisages making the necessary financial provisions for this.)
- that *the priorities* for in-service training should be:
 - (i) problems of multiracial schools, immigrant communities and inner city schools
 - (ii) development of language and math skills
 - (iii) improvement of professional competence in diagnosis and remediation
 - (iv) school organization and management including curriculum design
- that monies be available through the Manpower Services Commission to teachers retraining for certain shortage areas
- that a sample survey (10%) be taken of qualifications and duties of secondary school teachers. (It is believed that many of the most expert teachers are spending their time mainly on administration and counselling -- instead of teaching.)
- that there should be standard procedures for the assessment of teachers
- that poor teachers be encouraged to retrain for other jobs
- that tired teachers be encouraged to retire; retirement at 50 is to be facilitated.

The complete recommendations of the Green Paper follow in Part 3.1 page 103.

Falling pupil rolls are no excuse, says Union

Councils warned on staff cuts

LOCAL authorities which try to cut staff as a result of falling pupils rolls will be opposed, the National Union of Teachers warned this week.

Divisions and associations of the Union have been warned to contact the action committee if such cuts affect the school's curricular, pastoral and educational needs.

Preparation time, in-service education and induction programmes must be provided and help for children with learning difficulties, pre-school education and careers guidance must be improved before cuts can be made.

The Union's advice is based on recommendations of a policy on educational standards adopted at its Easter Conference.

The Union has also asked its divisions and associations to consult the action committee where closures, mergers or redeployment are mooted without proper consultation or where, in the view of the division, redeployment is inappropriate.

More detailed guidance is to be

schools and to implement Union policies on conditions of service, including staffing provision for preparation time, in-service education and induction programmes.

Improved provision for children with learning difficulties, pre-school education and careers guidance must be won, the Conference decided.

The Union's policy also says: "Where there is inadequate consultation, or where redeployment is proposed without substantial achievement of the objectives of this document, the division should consult with the action committee with a view to action being taken."

temporary shift in pupil rolls to make cuts which will be damaging not only in the short, but in the long term."

He added: "We are watching the situation very closely and our action committee is on the alert."

In its memorandum on educational standards, the NUT Conference called for a campaign to be mounted at national and local levels to achieve full protection of curricular, pastoral and educational needs of all

By Helen Hewland

sent out by the action committee and the Union's working party on falling rolls.

Mr Fred Jarvis, NUT general secretary, said: "Our message to our members is: Be vigilant. The Union will not hesitate to back up its members against authorities who use what may be a

Source: *The Teacher*, May 19, 1978.

Table 1.21

PUPILS IN SCHOOLS: MAINTAINED PRIMARY,⁽¹⁾ MIDDLE AND SECONDARY SCHOOLS

England and Wales

At January in each year

	1969	1970	1971	1972	1973	1974 ⁽²⁾	1975	1976
All schools or departments								
Full-time pupils on registers [2]	7,753,002	7,960,194	8,167,009	8,366,333	8,513,728	8,872,567	8,926,279	8,983,870
Part-time pupils on registers	22,778	28,520	37,547	48,257	59,660	77,972	94,712	116,763
Full-time teachers [3]	313,072	326,151	341,294	359,857	378,567	399,379	412,834	424,426
Full-time equivalent of part-time teachers [3]	25,597	25,200	21,509	22,053	21,703	22,561	22,812	20,388
Pupils per teacher [3] [4]	22.9	22.7	22.6	22.0	21.3	21.1	20.6	20.3
Primary schools:								
Full-time pupils on registers	4,788,591	4,904,528	4,986,855	5,068,330	5,008,831	4,974,272	4,899,452	4,828,476
Part-time pupils on registers	22,778	28,520	37,547	48,257	59,660	77,972	94,712	116,763
Full-time teachers [3]	161,249	168,151	175,317	183,727	188,974	190,096	194,087	194,080
Full-time equivalent of part-time teachers [3]	12,226	11,447	10,303	11,268	11,175	11,240	11,170	10,053
Pupils per teacher [3] [4]	27.7	27.4	28.9	26.1	25.5	24.9	24.2	23.9
Classes [5]: Total	146,219	151,165	157,496	162,642	165,452	165,651	166,947	167,597
1-30 pupils	46,276	49,086	55,321	62,587	69,473	76,790	85,394	91,896
31-40 pupils	85,996	92,034	96,900	95,870	92,804	86,398	79,532	74,142
41-50 pupils	13,866	9,507	5,046	3,806	2,749	2,058	1,592	1,192
51 or more pupils	91	142	175	273	421	404	429	367
Middle schools:								
Pupils on registers [2]	4,750	46,241	91,561	121,509	205,606	347,697	407,525	442,975
Full-time teachers [3]	205	1,951	3,856	5,000	8,735	14,807	17,795	19,479
Full-time equivalent of part-time teachers [3]	5	166	251	339	465	821	968	945
Pupils per teacher [3] [4]	22.6	21.8	23.3	22.8	22.3	22.2	21.7	21.7
Classes [5]: Total	164	1,634	3,105	4,165	7,117	11,961	14,532	15,850
1-30 pupils	109	992	1,668	2,280	4,025	6,791	8,988	10,106
31-40 pupils	55	603	1,361	1,764	2,868	4,782	5,149	5,292
41-50 pupils	-	22	28	38	67	104	98	92
51 or more pupils	-	17	48	83	157	284	297	360
Secondary schools:								
Pupils on registers [2]	2,959,661	3,009,425	3,088,593	3,176,494	3,239,289	3,550,598	3,619,302	3,712,419
Full-time teachers [3]	151,618	156,049	162,291	171,125	180,858	194,476	201,952	210,867
Full-time equivalent of part-time teachers [3]	13,366	13,587	10,450	10,446	10,063	10,500	10,674	9,390
Pupils per teacher [3] [4]	17.9	17.7	17.9	17.5	17.0	17.3	17.0	16.9
Classes [5]: Total	125,990	128,207	132,265	137,284	141,903	152,372	157,427	162,630
1-30 pupils	95,503	98,120	102,764	108,807	115,127	124,961	131,736	137,601
31-40 pupils	28,469	28,160	27,448	26,411	24,588	24,638	23,119	22,476
41-50 pupils	744	669	591	599	493	642	534	542
51 or more pupils	1,274	1,258	1,462	1,467	1,695	2,131	2,038	2,011

(1) Including immigrant centres.

(2) The school-leaving age was raised to 16 in 1972 and is reflected in stats. from 1974 onwards.

(3) Due to the inclusion of qualified teachers only, the figures from 1971 are not comparable with earlier years.

(4) Taking account of the full-time equivalent of part-time teachers and counting each part-time pupil as 0.5 pupil.

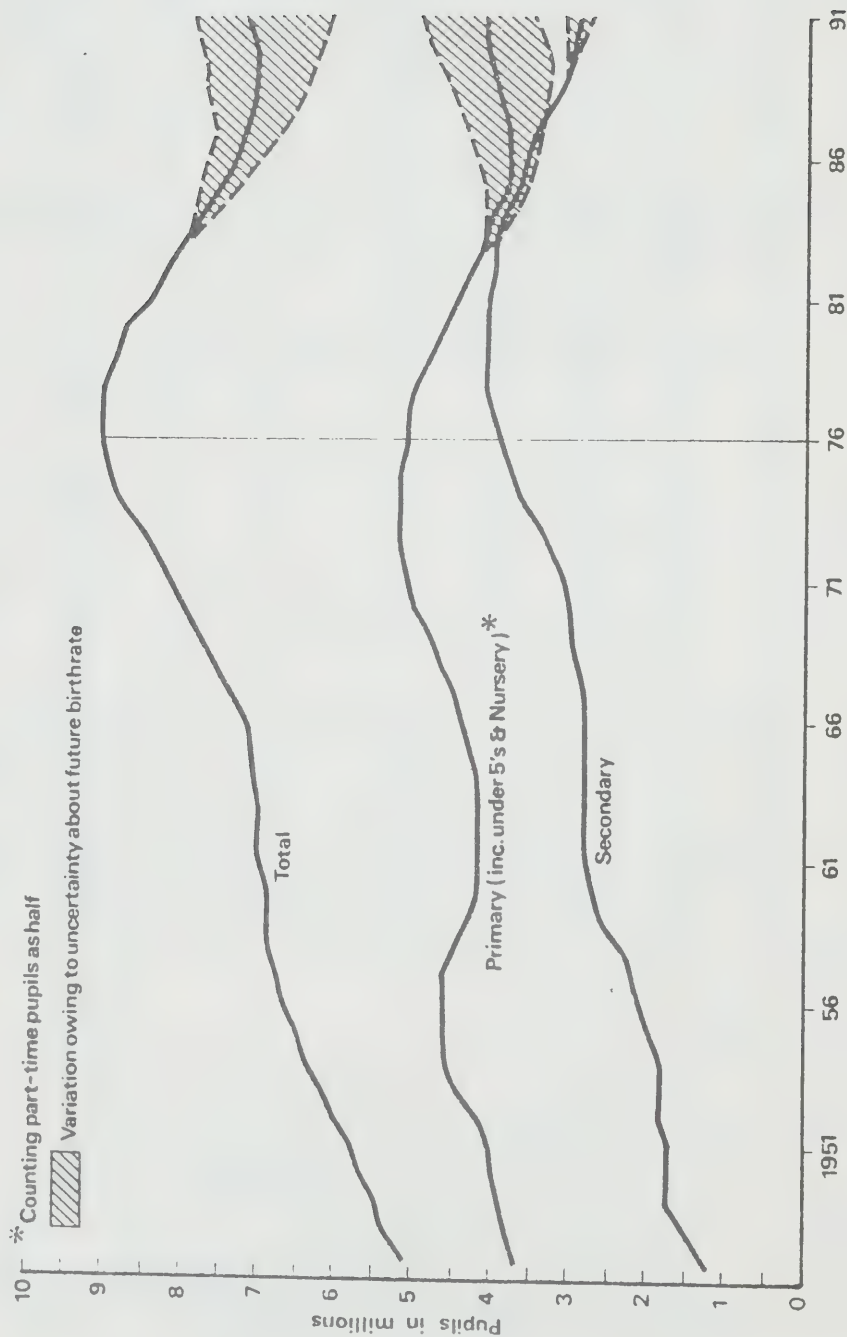
(5) In primary schools classes are as registered. In middle schools classes are as registered in 1969, and as taught for 1970 and later years. In secondary schools classes are as taught.

Source: Central Statistics Office, Annual Abstract of Statistics, 1977.

Note: These figures differ from those in the U.N. Statistical Yearbook. (See Table 8.22, p.184).

Figure 1.21

NUMBER OF PUPILS IN MAINTAINED NURSERY, PRIMARY AND SECONDARY SCHOOLS
IN ENGLAND AND WALES



Source: Education in Schools:
A Consultative Document. London:
Her Majesty's Stationery Office,
1977. P. 48.

Figure 1.22

FULL-TIME TEACHERS IN MAINTAINED NURSERY, PRIMARY AND SECONDARY SCHOOLS
IN ENGLAND AND WALES



Source: Ibid., p.49.

Table 1.22

EDUCATION EXPENDITURE IN ENGLAND AND WALES
AT CONSTANT (1976 SURVEY) PRICES

	1965/66 ⁽¹⁾	1975/76 ⁽²⁾	1977/78 ⁽³⁾	£ millions
Total Recurrent + Capital	3,843	6,223	6,074	
Recurrent				
Total	3,290	5,580	5,700	
of which				
Post School:				
Universities (GB)	425	712	705	
Further Education including teacher training	546	965	1,017	
Total	971	1,677	1,722	
School:				
Primary and nursery schools	809	1,338	1,380	
Secondary schools	964	1,550	1,593	
Other Schools	171	348	366	
Total	1,944	3,236	3,339	
Other expenditure:				
School Meals and Milk	207	366	332	
Administration and Research	135	240	245	
Youth Service	33	61	62	
Total	375	667	639	
Capital				
Total	553	643	374	
of which				
Post School:				
Universities (GB)	176	111	66	
Further Education including teacher training	86	84	56	
Schools	277	438	237	
Youth Service	14	10	15	

NOTES: (1) Derived from Statistics of Education, Volume 5, 1972, Table 2, and from Appropriation Accounts, and repriced.

(2) Estimated out-turn, repriced (see "The Government's Expenditure Plans—Volume II" (Cmd 6721—II), February 1977).

(3) Forecast.

Source: Ibid., p.52.

Fig. 1.23

DISTRIBUTION OF EDUCATION EXPENDITURE IN ENGLAND AND WALES
AT CONSTANT (1976 SURVEY) PRICES

1965/66		1975/76		1977/78	
<p>Key</p> <p>----- Capital</p> <p>----- Recurrent</p>					
CAPITAL		POST SCHOOL 30.1%	Universities (GB) 12.8%	POST SCHOOL 30.2%	Universities (GB) 12.4%
			Further Education including teacher training 17.3%		Further Education including teacher training 17.8%
		SCHOOL 58.0%	Secondary Schools 27.8%	SCHOOL 58.6%	Secondary Schools 28.0%
			Primary and Nursery Schools 24.0%		Primary and Nursery Schools 24.2%
			Other Schools 6.2%		Other Schools 6.4%
OTHER 11.4%	SCHOOL 58.1%	OTHER 11.9%	School Meals & Milk 6.6% Administration and Research 4.3% Youth Service 1.1%	OTHER 11.2%	School Meals & Milk 5.8% Administration and Research 4.3% Youth Service 1.1%
	POST SCHOOL 29.5%				
	Universities (GB) 12.9%				
	Further Education including, teacher training 16.6%				
	Secondary Schools 29.3%				
	Primary and Nursery Schools 24.6%				
	Other Schools 5.2%				

Source: Ibid., p.53.

NOTE EXECUTIVE

Survey into falling rolls is launched

ALL local education authorities are to be asked to fill in a questionnaire by the end of August on the effect of falling school rolls.

The information gathered will be analysed and used by the Burnham committee's point score working party to help in its discussions of the effect on salaries of declining pupil numbers.

Mr Fred Jarvis, general secretary of the National Union of Teachers, told the Union Executive on Saturday that both management and teachers in the working party had favoured the idea of a survey of all authorities rather than a sample survey of about 20, as had originally been proposed.

The questionnaire being prepared would ask for factual

information only, not for detail of individual authorities' policies over falling rolls, he said.

The information gathered was expected to be analysed in October in time for discussion by the working party in November. Local authorities were expected to consult their local teachers' organisations about the replies they submitted.

In reply to a question from Mr Jack Chambers (Hampshire, Isle of Wight), Mr Jarvis said that the NAS/UWT had been present at the meeting of the working party but had not raised the issue of the erosion of point score ranges by falling rolls.

Mr Chambers suggested that primary schools were under imminent threat of worsening promotion prospects, as their

rolls fell. He urged that this problem should be tackled by the working party as first priority.

Mr Jarvis said while that particular aspect of the problem had not been specifically discussed at the last meeting of the working party the whole purpose of the exercise was to examine the effect on such matters as promotion prospects of falling rolls and what might be done in Burnham about the situation.

Mr Alf Wilshire, chairman of the salaries committee, said the working party was already discussing the statistical analysis of the information from the questionnaire, and the inquiry would not be speeded up by changing its basis at this stage. But he agreed that the salaries committee should discuss the point raised by Mr Chambers.

1.3 Summary of Interviews

In all, 11 British educators were interviewed: a member of the Department of Education and Science, three teacher educators, an education officer from the I.L.E.A.* two school principals, a researcher, and three teachers. With one minor exception, their perception of what was happening on the British educational scene coincided.

Teacher Redundancy

Although in the Green Paper, the Government stated that it would not be able to guarantee that there would be no teacher redundancies, in practice none have been declared. The I.L.E.A.* has no program for firing teachers but relies on natural wastage, relocation, retraining, in-service and retirement to take care of teacher surpluses. One may well ask, how is it possible? Several mechanisms are used.

(a) When educational and other grants are made to local authorities certain sums are allocated for e.g. teacher in-service. However, since grants are passed to the local authorities (municipalities), which then pass them on to the local educational authorities (boards), it is possible for a local authority to set its own priorities and, for example, to decide to spend more money on education and less on roads.

(b) The inner city schools have felt the thrust of the decline in enrolments because the decline has been accompanied by a degree of flight of industry and people (both black and white), from the inner city to the suburbs; flight that urban planners were encouraging ten years ago, on the grounds that cities were overcrowded. More recently, governments have realized the extent of the damage to the inner-city -- the decay, the vandalism, the hopelessness, and they have begun once more to encourage industry and business to return. The Department of Education and Science announced in 1977 that *extra resources would be allocated to the inner cities "to attract and keep good teachers in stress areas"*.

*Inner London Education Authority

(c) Another way of cushioning teacher redundancy is *the practice of allocating staff on the basis of last year's enrolment.*

(d) In conversation with school principals and staff it was apparent that schools are fighting staff cut-backs as strongly as possible. When notified that their nominal staff role for next year would be three or four teachers less, the principal would accept that nominal figure on condition he could retain the extra teachers as supplementary staff, in which event, he would lose them only if some other school needed their particular expertise. Or the staff would decide to use their *inner city allowance* to retain one or two of the teachers, or they would decide to use their A.U.R. money.* (money that is spent at the school's discretion) to purchase an extra staff member -- or they would ask the Local Authority for some of the *Declining Enrolments Cushioning Funding* or encourage someone to go on a sabbatical or study leave, and so on.

Everyone to whom I spoke was adamant; there will be no firings, we must use this opportunity to up-grade teacher-pupil ratios; up-grade the profession, and provide better educational experiences for children.

All mentioned the continued shortage of teachers in specific subject areas such as shop, math, and science, and elaborated upon the possible avenues for retraining of humanities teachers, and their reservations about the effectiveness of such procedures.

Some foresaw the growth of sixth form colleges to meet the decline in enrolments for sixth form work; and the elimination of some peripheral options such as Latin or German. None were prepared to discuss any serious inroads upon or changes in the curriculum in general. "It would be unfair to the children now arriving at school. One may make changes to improve educational opportunities but one cannot go back. That would be unfair."

Administration

One adverse consequence of the battle to retain the best staff, given a degree of natural wastage and some deployment of the weaker

*A.U.R. money = Alternative Use of Resources, see p. 51.

is that secondary schools tend to be top heavy with senior staff. The list is lengthy: a headmaster/mistress, a deputy head, a second deputy, a second master or mistress, two or three senior teachers, heads of departments, head of upper school, head of lower school, heads of years and so on. Some of these positions may have been vital in a school of 14-15 hundred, but are becoming ludicrous in schools of 8 hundred. With fewer principal's jobs available, however, senior teachers are reluctant to relinquish whatever status their staff position gives them.

My informant hastened to add that in his opinion, this top-heaviness was also true of L.E.A.'s^{*}, the Department of Education and Science, and the system generally.

Some concern was expressed by two educators that an increasingly aged staff is usually an unbending staff, that younger teachers are more malleable and sometimes less prejudiced -- more able to cope with multicultural education. Early retirement is seen as an essential option if schools are to remain vital, invigorating institutions.

Effects on Program

On the other hand, the increasing stability of staff after a period of rapid turn-over was regarded positively by all interviewed. And, for at least two principals, declining enrolments meant not only more stable staff, but also improved pupil-teacher ratios and more interested staff -- therefore more individual attention to students and more recognition within the curriculum of the multicultural nature of the school, and consequently more immigrant children completing the sixth form and preparing for university.

Teacher Education & Supply

All informants echoed with enthusiasm the provisions suggested in the Green Paper (see page 103 of this report) for the encouragement of early retirement, redeployment, retraining of some, and the continual upgrading of the remainder of teachers. The restriction of admission to Teacher Education to mature students was also seen as a good move. When questioned further about the money needed for these provisions, they merely pointed out that the Government had pledged

* London Education Authorities

to be giving about four times as much for in-service training by 1981, and that regulations were in preparation to facilitate the retirement of teachers aged 50 or over on redundancy. (Green Paper, p. 44)

The teacher educators stressed the new roles for teacher education and its usefulness in allied occupations. In response to the Green Paper's stress on multicultural programming the teacher educators are providing some courses in multicultural education for teachers but they remain optional courses. (see p. 85)

Staff cuts 'could endanger curriculum'

CUTS in staffing planned by Surrey County Council will put parts of the curriculum seriously at risk, warned Mr Roger Ellis, secretary of the National Union of Teachers' county division, on Wednesday.

The division, which this term stepped up sanctions, is drawing up a report warning parents and the education authority on the effect that a loss of another 40 jobs will have on curriculum opportunities.

Altogether 230 schools in the county are now applying sanctions, refusing to cover for absences of colleagues for more than either three days or one day. Of these, 17 secondary and 30 first and middle schools are refusing to cover for more than a day.

Teachers in another 20 schools will take one-day "no-cover" action from half-term. Schools affected recently

include Warlingham County Secondary School where nine classes were told not to attend for a day each in rotation. Children were sent home from Mytchett County First School at Camberley last week.

The authority wants to axe 40 jobs this year because of falling rolls. Originally it wanted to chop altogether 81 teaching posts to reduce staffing in line with school rolls. Teachers say that previous cuts have

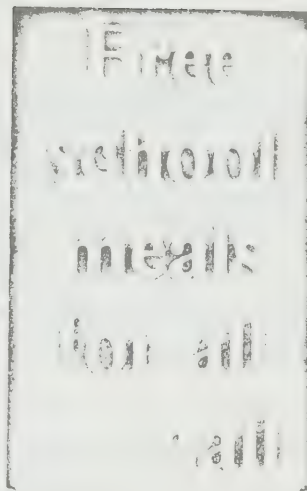
already hit parts of the curriculum, such as remedial and language teaching.

Mr Ellis commented: "Any more cuts would put some aspects of the curriculum at very serious risk indeed. That is why we intend to bring home the point that staff cuts cannot be justified on the grounds of the existing pupil-teacher ratio without regard for curriculum opportunities in schools."

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The Teacher



THE National Union of Public Employees this week reaffirmed its call for free school meals for all children.

At its annual conference in Margate a section of the executive report calling for a national agreement on school dinners and full holiday pay for service staff was carried.

The conference was told that, despite the Government's decision to postpone the scheduled school meals increase due later this year, the threat to the entire service remained.

A delegate, Mrs Lil Stephens, said: "The Government's stated intention to slash spending on the school service from £453m to £283m in four years up to 1980 is still on the books."

Thousands of children had stopped taking school meals because of last year's increase, she added.

● The conference rejected a motion calling for birching for young offenders over 14.

Source: *The Teacher*, May 19, 1978.

1.4 Program Changes & Innovations

Although all informants declared that they would oppose any change in their school program, one or two said that perhaps some restriction of options might not be a bad thing, that perhaps the system had become too wide open.

Sixth Form Centres

One area of secondary school programming however has been receiving more careful scrutiny. Traditionally, enrolment in sixth form subjects has been low. Classes of two, three or four students were not uncommon: this luxury being off-set by large classes in the lower school. Now high schools are forming consortia whereby they each agree to give only certain of the options in their own school, and to send students wanting other options to other schools. This has not proven too popular because students dislike going into other schools. More functional has been the concept of a *Sixth Form Centre*. An empty grammar school is taken over and staffed by one permanent teacher and a secretary. Member schools contribute financially to the upkeep, may send students to any of the options offered, and lend staff with expertise in needed subjects. The centre I visited had its own small bus, supplied by the L.E.A., running between secondary schools all day, as well as a small buffet from which students and teachers could obtain refreshments at any time. All the contributing schools (some were almost a half hour's bus ride away) had *identical sixth form timetables*. A teacher finding he had only one or two students for ordinary or advanced level physics would offer to give it at the Centre, and would travel to the Centre with his students. Given two or three "teacher volunteers" the Centre would try to assess who was the best teacher of that topic. Students from different schools were able to meet on neutral ground and the concept seemed to be working well.

One item worth noting was that previous undertakings given to the janitorial unions meant that this half empty centre was forced to carry

a full janitorial complement.

*Sixth Form
Colleges*

In some areas of the country the concept has been implemented more fully, and Sixth Form Colleges are operational. Students leave their own schools after they have finished the Lower School and enrol in the Sixth Form Colleges for what would be roughly the equivalent of Grade 12 and 13. (Most students spend 2 years in the Sixth Form preparing for their Advanced "A" Levels.)

*Teacher Education
Amalgamation*

The need for more technical education accompanied by a surplus of teacher educators has resulted in a logical move. Some teacher education facilities have been amalgamated with local polytechnics or have become institutes of higher learning. The staff has had to readjust or retrain but many professors have found their past experience in adult education successfully relevant to their new roles.

Federal system devised

A NEW federal school system has been devised by Mr Peter Newsam, education officer of the Inner London Education Authority, to cope with falling rolls in north Westminster.

He has drawn up his first series of proposals to accompany the consultation process for reorganising secondary education in areas with declining populations.

The authority put forward a series of alternatives for three schools, Rutherford, Sarah Siddons and Paddington, including mergers and closures.

Now Mr Newsam is suggesting to the development sub-committee that oversees the consultation process that the three sites should remain open but that they should form one school. Rutherford and Paddington schools would take 11-plus entries.

The third school, Sarah Siddons, would gradually take

for all three sites and one set of governors.

Teachers, parents and governors have discussed the alternatives already proposed by the ILEA. Now they have until June 21 to express their opinions on Mr Newsam's scheme.

The authority says that the three schools have room for 570 first year pupils at 11-plus. Last year, only 270 parents chose the schools as their first preference. Numbers will continue to fall as there is expected to be a 35 per cent drop in pupils aged 11-plus between now and 1984.

"There will be more than one and a half thousand spare 11-plus places in Westminster and Camden secondary schools by 1984 unless some action is taken," says the ILEA.

The three schools are already "generously provided with teachers," it says and suggests that for teachers Mr Newsam's draft plan would mean a greater security further into the future than other alternatives that can be suggested and a chance to build on the work they are already achieving.

In response to calls from the staff at the schools for form entries throughout the division to be reduced overall, Mr Newsam says this is not possible.

"As the law stands, some minor changes may be possible by agreement with individual schools but any far-reaching plan, incorporating all schools and affecting entries several years ahead, require legislation, if it is to be anything more than a collection of unenforceable speculations," he says in his report.

He is pessimistic about the possibility of such legislation — which would allow local authorities to plan operating capacities for schools — being put on the statute "within the next few years or so".

Mr Newsam said that the ILEA had taken the lead in urging legislative changes affecting the exercise of parental choice under the 1944 Education Act to cope with falling rolls. It had the support of the local authority associations.

Source: *The Teacher*,
May 19, 1978.



Peter Newsam

only children over 14 who transferred at that age from the other two schools.

Mr Newsam said at a press conference at divisional offices on Monday that one of the aims of his scheme was "to try to obtain the benefits of smallness with the benefits of size."

Children and young people would not need to travel distances or have their schooling disrupted yet would have the advantages of a full range of curriculum opportunities.

Sarah Siddons school was ideally situated to cater for the older age range because of the links it was developing with the nearby Paddington College of Further Education.

Under the new system, there would be the same management

1.5 Procedures for Closing a School

1. Consultation with school staff..
2. Consultation with parents .
3. Public meeting held .
4. Statements of the results of meetings #1-3 are sent to the school Governors. Governors prepare own statement.
(Governors consist of L.E.A. appointees, minor borough (township) appointees, two elected by parents, the principal of the school, the teachers' nominee and a local university representative if possible.)
5. Then all four statements are sent to the L.E.A.* together with any evidence from its own officers.
6. The L.E.A. makes a decision which it communicates to the school governors and the Secretary of State.
7. The Secretary of State for Education and Science confirms or rejects the L.E.A.* decision. (To date the Secretary has not countermanded an L.E.A. decision.)

In fairness one must point out that from an external observer's viewpoint it would seem that the move to comprehensive schooling has facilitated the unobtrusive closing of some schools. When new comprehensive facilities have been built, ostensibly to *provide equality of opportunity*, two or three smaller schools are closed. Often the one new facility houses, in total, far fewer students than the previous two or three smaller schools did.

Informants assured me that any suggestion of closing a small school (primary or secondary) is immediately exploited by the newspapers, and battles ensue with parents' groups. "Save our School" being the battle cry. To date this type of action has been successful. Most of the school closings effected have been, officially, in consequence of the "comprehensive" issue and not declining enrolments.

PART 2

ENGLAND - INDIVIDUAL INTERVIEWS
(ABRIDGED)

2.1 Statistician with the Department of Education & Science

Since 1974 our birth rate has been falling. Early 1977 saw our peak enrolment in the schools but by the end of 1977 the decline had begun. During the next five months we expect that enrolment will fall by approximately one million in 8-1/2 million. The second half of the 1980's will see a fall of approximately 1/3, for an overall decrease of about 25%.

In June of last year, we did issue a circular, Circular 5/77, in which we gave advice to local authorities about falling numbers and school closures. It said that *where it can be shown that closure will not lead to a reduction in the quality of educational provision, that full consideration has been given to any social and other problems that may arise, that there will be significant financial savings and that the problems appear to be outweighed by the educational, financial benefits, then the general policy of the Secretary of State will be to propose to cease to maintain under-used schools.*

We already are experiencing half empty classrooms in the primary schools of large council estates and the inner city. Measures such as school closures and the establishment of Sixth Form Centres or Colleges have been approved by the Secretary of State. However, we are finding many students, rather than stay on and take the Sixth Form at school, prefer to go on to technical colleges and other institutes with a more adult atmosphere.

A study of school building that was established last November, actually a series of estimates based on a sample survey dating from April, 1975, led one to the conclusion that by 1986 the number of permanent places, that's school places, that might be closed in the form of complete schools may be in the range between 390,000 and 860,000. The estimate is some 630,000 places approximately.

The Study proceeded to say that the Secretaries of State recognize that closure, particularly of whole schools will be influenced by educational, social, as well as by financial considerations. The extent and pace of rationalization are, therefore, open to discussion

but not the principle that there be a visible response to demographic change.

Closing places of this magnitude -- around some 600,000 places -- we must consider the educational and social needs of the children and their communities, not just the financial implications.

The money for education comes from two sources: one is local rates, which is like property tax, and the other, of course, is what we call rate support grant. Now, rate support grant in fact covers many things, not only education. But in local authority budgets education is by far the biggest expense. Now, the rate support grant is calculated in a very complicated formula. *One element of which does include the numbers of school pupils there.* The amount of rate support grant -- the total cake, as I understand it, and I'm getting a little bit out of my depth here -- is determined by the government and really the formula carves up the cake. Now, in the past two or three years, *there has been a bias towards giving larger shares to the inner cities and smaller shares to what we call the counties, or the shires.* So, people living in areas like Surrey, which are sort of prosperous, rural, large commuter areas have been finding that their property taxes have been shooting up at a far greater rate than people living in the inner cities, simply because the rate support grant from the government is not keeping pace with increasing expenditures.

The big decline has not yet really hit the secondary schools. What is more, since the salaries of head-teachers (principals) and their department heads are linked to the number of children in the schools, a number which is shrinking, the money savings on their salaries may be helping to keep other teachers on staff.

The decline will really start in the secondary schools in January and it's going to accelerate from then on. There has been an experimental scheme for encouraging teachers to retire early, so possibly teacher numbers will be kept down by natural wastage. But there are all sorts of problems because, as I mentioned earlier head

teachers' salaries and deputy heads' are linked to the numbers of students in their schools. I don't think they'll like continually falling salaries!

The Department of Education and Science issues policy direction about such things as retraining and so on, but we don't run any schools. The local authorities, it's their responsibility to actually administer the schools.

We influence policy implementation by financial constraints. If the government is only prepared to put in so much for education, the local authorities have set their own priorities, for instance, more for education, less for roads.

There has been a lot of trouble in Oxford where they tried to cut down teachers and the teachers' unions fought a long battle over this. (There's only so much blame that say a Tory Council can place for an increase in rates on a Labour Government's policy. They have to look at all these things very carefully.)

I imagine there'll be a mixture of school closures, early retirements, amalgamations depending on local circumstances; with an increase, of course, in inservice teacher training.

At the peak, we used to have about 110,000 -- 120,000 students in teacher training colleges and that has been cut down to 45,000 on three-year courses -- about 15,000 a year, even so, we may be in the position of not being able to absorb those.

Teachers in Britain have a basic teaching certificate and are then really free to teach anything. We still have a shortage of certain kinds of teachers so there are many attempting to teach math and science for example, who really have no math or science expertise. We have a drastic need for inservice and retraining in those areas.

In answer to your question as to whether classrooms are becoming increasingly multicultural: Can I just give you the historical background? We did collect statistics of immigrant pupils up to 1973. They raised a tremendous, in the end, political furore. I think this department was about the first to do it; to start collecting specific details

about immigrants. The reason was that there were clearly problems growing up in particular areas over the high number of immigrants we were getting, because we were getting some schools which were 100%. Authorities were trying to tackle this, and Ealing in London at one point did have a policy of busing, I think. Actually, on the the problems of immigrant children, you'd probably be well-advised to contact somebody in the London Education Authority....

Until 1973, we did collect for a number of years. We weren't concerned so much with trying to collect the total numbers of black faces, if I may put it that way. What we were trying to do, was find out where there were educational problems. We had a ten-year rule; we'd define an immigrant pupil as (a) a child born outside the British Isles who has come to this country with or to join parents, and (b) other children born in the United Kingdom to parents whose countries of origin were abroad and who came to the United Kingdom on or after ten years before we collected the information. What we were saying was, if a family had been here, or the parents had been here, for ten years, in all probability there is no educational problem. We would have thought they would have been acculturally assimilated sufficiently well not to cause a problem. And it was this ten-year rule that we had, and we thought we were being rather sensible at that time. We can't regard people as immigrants for all their lives, we thought, in our innocence, perhaps. Our statistics showed, for example, a particular school which had a third of its children we defined as immigrant and yet 95% of the children were black. Some people criticized our figures for deliberately understating the number of immigrants. We weren't trying to show total numbers of immigrants -- we were merely trying to show the immigrants with educational problems.

There was so much controversy surrounding the statistics that we were stopped collecting them -- finish. And the last year was either 1972 or 1973, the last year I can see published was 1972 and we received the statistics here. Now, the situation is that, and this is a matter of public record, that, I think in the last census, there was a question -- I'm talking about now the population

census -- there was a question about origins and there's going to be another question about ethnic origins in the next census.

Now the question could take two forms, actually. It's being tested in the field. There are two versions. The basic differences you'll see between those two questions is that in version B, we were going to ask the Asian group, the Indians, the Pakistanis -- the Asian group -- their particular religion, etc. Now, what's going to happen is that one or the other of those questions will be included in the census. Now, the census will take place in April, 1981. As soon as the government makes its decision -- it's still to be decided -- this department in consultation with others, the teachers' unions, and the local authority associations, will immediately begin to discuss how we will start getting those statistics for the school pupils. I can't say anything more than that, because nobody knows anything more than that.

2.2 Researcher on Falling Rolls (Declining Enrolments) University of Sussex

Our population's age composition is changing in a rather nasty way. Potentially, it is rather difficult. On the other hand, we have got a growing problem in unemployment, so maybe it is an advantage in some ways. I mean, we have not got enough jobs for younger people in the work age group that we have got. So in a way, if that number shrinks it won't matter very much.

Q. Would you tell me something about your project. How much time you have got to do it, what you are actually doing, how you are doing it.

Our brief is to study the effects of falling rolls in secondary schools, which means that we are not interested in primary schools. We have got a grant for 2 years from the Department of Education & Science, from January 1978 to December 1979. We are studying 20 schools, dotted around England in a random way, all of which are experiencing falling rolls; some shrinking faster than others. Our work team consists of a full time research fellow and a full time secretary based in the University of Sussex, plus an honorary director based here and then 10 seconded field researchers, some working full-time, some working part-time, most of them seconded college of education lecturers. Each of them has a number of schools to study. The full-timers are studying 3 schools and most part-timers just 1 or 2.

They are attempting to record the curriculum changes, that is, to record the curriculum in each school they are studying over a period of four years, by looking back to what the curriculum was last year and looking forward from the end of the project into the new academic year which will be then just have started. They are concerned really with everything that goes on inside the school, particularly any changes that are underway. We want to try to find out, well, first of all whether those changes are connected with the fall in the number of pupils in the school or whether they might have occurred anyway. We are also studying the interaction between the school and the local education authority, interviewing spokesmen from the LEA to see how each local education authority is helping the school to

adjust: whether it is insisting on maintaining existing staff/pupil ratio or whether it is allowing extra staff; what suggestions it has for dealing with spare space, and so on.

Q. Which areas of the country are you looking at, where are some of these areas of the declining rolls, "falling rolls"?

We have not selected them by area. In fact, our selection is simply based on finding schools with falling rolls which are near to the people that have been offered to us on secondment. As it turns out, there are two in Liverpool, two in Manchester, four in London, a couple in Hampshire, a couple of other local ones in West Sussex, one in Wales, one in Bristol, one in Birmingham. I think one could find such schools anywhere. There would be more schools with falling rolls in some parts of England than others, but by looking around it would be possible to find them anywhere. Certainly there are areas of England, with a lot of problems with falling rolls that we have not touched. For example, I was told recently that Sunderland had a big problem, but we are not there.

Q. I would like to ask about your findings so far. I was in a school in outer London where the headmaster told me that his roll had fallen from about 1800 to around 1200, which as far as he was concerned was an ideal size for his school. When I asked how many staff he had lost, he answered that nominally and theoretically he had lost some but in point of fact, apart from the natural wastage, as he put it, he had actually retained all of the others as a sort of supernumeraries to do various projects in the school, knowing always that he could lose them if the local authority insisted and wanted to take them away to another school where their services were needed. He was running a school of 1200 with approximately the same staff as he had with 1800. Is that the kind of thing that you are finding?

Q. Our schools seem roughly to come under two headings in that respect. When the whole area of an LEA is suffering falling rolls, the school tends to be allowed to keep its staff, apart from what it loses by natural wastage, because we have no retirement scheme, and, at present, no redundancy scheme. The only thing that can be done with spare teachers is to redeploy them into other schools in the area. If there is no demand

for teachers from other schools in the area because those other schools are also shrinking, then there is not really any way of moving them.

Q. Who is covering the costs of these extra teachers?

First, let me just tell you about the alternative group of schools in other parts of England. Let's take Hampshire, for example, where the over-all population is still expanding. The over-all school population is still expanding and it becomes very easy to redeploy teachers to other nearby schools. In fact, it may be that a particular school has shrunk because it was necessary to open another school not too far away to cope with an enlarging school population, which is kind of an artificial shrinkage situation. It affects the school, in many ways, and the LEA can, in those circumstances, be very brutal and cut the staff down more or less pro-rata. How it all works financially I am not sure of the details. If one takes the large metropolitan areas in this country, in those areas, most of the money for education comes from the government in something called the Rate Support Grant. Because the amount of the total sum collected in rates, which is from householders in those areas, is relatively low, and seeing that education uses up most of the budget, most of it is therefore coming from the government. Whereas, in a county such as Hampshire or West Sussex, the rating comes pretty high, the Rate Support Grant coming from the government is a relatively small proportion of the total budget and therefore most of the money being spent is local ratepayers' money. They can put pressure on the local education authority to keep costs of education down and so they are much more cheese paring.

Q. Basically, the grants from our government to the local boards are per capita grants. For instance, you have so many elementary children and so you get so much money per head. If the number of children in the school system declines, the per capita support declines. Now obviously that's not happening with your LEA's?

No.

Q. Because how could they keep up the same number of teachers if, in fact, the amount of income dropped?

No, I think that is right. It is not happening. It must be to do with the over-all reasons behind decline. We have not yet quite reached the peak of numbers of pupils in the 11-15 age range. The peak for the country as a whole comes in 1979, so we are still really on the up in many areas. The down will start and will come very rapidly from 1979 onwards. In terms of the country as a whole, the number of 11 year olds does not start to decline until after 1979. Therefore, if it is declining in a particular area at the moment, let us say Liverpool, it is because people are moving out of that area, probably because there is unemployment and people are moving to other places where they can get jobs. This represents a problem for the government which is honestly trying to check this internal migration. It is also correlated with low standard of living, poor housing, deprivation, broken families, unemployment, all those things go together, and *therefore, there is a good social argument for putting extra money into schools which are serving these inner city deprived areas.* They do need these extra staff and it is in the interest of the country as a whole to provide the money.

Q. We were talking just before the break about pensions and you mentioned that in teaching retirement for women is 60 and for men 65. But you did also mention one other fact which I thought was quite interesting...the experience factor. Would you say something about that?

It was only introduced about 4 or 5 years ago. There was a shortage of teachers in secondary schools because a peak of births from about 1963 to 1964 and it was desired to encourage people to move in from industry or from civil service and so on into teaching. The previous situation had been that any experience they have outside teaching did not count towards any increments in pay. That was redressed by allowing full annual increments for non-teaching employment, that is to say, relevant experience of any kind. Then it was extended to a broader area of experience which was counted at one third so that three years of this kind of experience would account for one year's increment. *This latter certainly included child-rearing,* and I got that in our school, so six years at home bringing up my own children was allowed as an

equivalent to two years of teaching or other relevant experience in employment.

Q. Would that count as part of your total pensionable year?

I think so, but I am not sure. I never thought about it helping in terms of my pension. It did help in terms of my salary. Because the pension schemes are separate for different areas of employment anyway. There are problems there in transferring from one type of employment to another, of transferring the payments that have been made from month to month.

Q. In the feedback that you have had so far from the teachers and your researchers who are out there: what program areas are being the first to suffer? Which ones are most affected at this point in time?

I don't think we have got a very clear picture of this so far because there is, in this country, a very considerable degree of freedom in how a curriculum is operated by a school. There appear to be a lot of different ways of coping. Usually, it is more or less the head's choice. It is clear that with falling rolls, minority subjects suffer, these would be optional subjects both at the sixth form level, that is the 16-18 age group, which feels the pinch first, and then subsequently the 14-16 age group in which, traditionally, we have a lot of optional subjects. The subjects identified as being in danger of extinction are subjects such as Latin, Music, Second Language. Whether this will extend to other subjects is not yet clear. It seems on the face of it more likely that the over-all range of choice that any 14-year old can make will have to be reduced. They won't just be able to sit down and list 20 subjects and say now which 8 out of that 20 would I like to study for the next two years. They will have to opt for certain combinations and not be able to get other combinations.

Q. One of the situations that I went to investigate and look at last week was a Sixth Form Centre, have you any experience of those? Have you any idea whether that is a concept pretty common throughout the country? The schools themselves had formed a consortium. They had taken over an empty secondary school which still had labs and

things like that and were in fact operating - they each put a certain amount of money into it and they were sharing teachers. What it amounted to was that one person whose salary was paid by the local authority was running the centre as a coordinator but, for instance if they needed Latin a teacher would come from a school with his one Latin student and would meet up with whoever else wanted Latin. I also met headmasters who were very much opposed to the idea.

I have a feeling that there is only one of them, and that it is unique at the present. I have only heard of one. I could be wrong. I think there is some attempt to develop consortium arrangements between neighbouring schools which have sixth forms but it is really very difficult to achieve, partly for geographical reasons. There are only certain parts of England in which it is relevant; you have got to have a fairly large concentration of population for the 11 to 18 schools to be near enough in terms of travelling time for it to be possible.

Q. The students I saw were travelling about half an hour or so, but they did have a school bus that was going around and picking them up and taking them back. What do you find that people regard as a minimum size class for a viable subject?

Can I just go back to that one a little later? I want to follow this other one up. I think that one of the effects of the shrinkage here is going to be to close down a number of sixth forms. We have certainly got many LEA's who are glad to use it as the reason for altering schools which have an age range of 11 or 12 years to 18 years into schools for 11 or 12 year to 16 years, and setting up a sixth form college to accommodate all the sixth form pupils from a group of four or more schools.

Q. Wouldn't you then have an elite group in that sixth form college group?

It won't necessarily be an elite group because a lot of our people who stay on past sixteen now are doing so not in order to study for "A" levels; partly they are staying on simply because they cannot get jobs; so they might as well stay on and improve their paper qualifications as

best they can. There is a lot of variation in the age divisions of our school system from one county to another. There is practically every combination of age ranges in schools in this country now; about the only age in which nobody has thought of transferring people from one school to another is 15. You can get level 11 to 14 or 14 to 18, you can get 9 to 13 and 13 to 16, and 16 to 18. You know, you name it and you can get that combination in different parts of the country. There are some areas where it has 11 to 18 for everybody, other areas where it has 11 to 16 and sixth form colleges for everybody, and other areas where you did whatever happened to be the most convenient with the buildings which were available at the time of reorganization. It is really terribly chaotic.

Q. But by and large from your experience and from the feedback that you have, what are the LEA's regarding as a minimum number of students wanting to take a subject? For instance, do they say you must have five students before they can offer Latin, or they must have 15 - where is the cut-off point?

That would not be dictated by the LEA anyway. That is decided by the school, and I don't think that you can generalize. Now there is a general concept about the size of a sixth form, that a viable sixth form needs to be something like 80, that is a total for the two year age group, 16 to 18. That does come down from the local education authority. But you see I think schools have to think much more in terms of *expediency*, in so far as they might establish a general principle which would shift from year to year, such as, our "A" level groups ought to have at least 15 people in them. Then they will very happily make an exception, for let's say a Music "A" level group, if the school happens to have a music specialist on the staff who is capable of teaching "A" level and whose time is not over-committed elsewhere in the school; in this case, they are going to run an "A" level group of 3 people, because they have got spare teaching capacity so they might as well use it.

Q. Are people generally seeing "falling rolls" as a disaster or as an opportunity?

I think it is rather largely seen more as a problem than as an opportunity. Partly because we have gone through a period of great financial stringency over the last few years and it is difficult to think in terms other than those. It may not, in fact, be so realistic for the next ten years, but we tend to assume that falling number of pupils will mean less teachers and less money going into education. Certainly at the moment, the resources are not really expanding very fast. There is lip service to, let's say, expanding in-service education for teachers, but at present if one applies, as a teacher, for a secondment, in order to go off to do a course for one year, it is very difficult to get it.

That question of numbers. Let me think about that a bit more. For the main school, what we call main school, which is the 11 or 12 to 16 years age range - the obvious way to cope, at least in the early stages, with a reduction in the number of staff, is one, to maintain the spread of choice in the fourths and fifths, that is for the 14 to 16 year age group (we tend to assume that is a good thing, we have not really questioned that assumption yet.) Then, two, maintain that level of choice *by increasing the size of the classes in the lower age groups*, that is for the 11 to 14 year age group. Pinch from Peter to pay Paul. Or alternatively, or additionally, perhaps, *to increase the size of the compulsory subject groups in the fourths and fifths*, which is usually Maths and English, in order to be able to maintain the breadth of choice.

Q. What would be an average class size in English in a secondary school?

Well, an average class size in ages 11, 12, 13 years for most academic type subjects, would be 30. You would then get smaller subject groups for craft subjects and Physical Education, because they are usually single sex. Those would be the only subjects which got smaller groups, and also probably either a remedial group which was a smaller size or carries an allowance for withdrawals for remedial help. Then once you got up into the fourths and fifths where there is this sort of massive option pattern, the English and Maths group would tend to still be up, or the English groups at least would still be up at the 30 level, or they might even go above 30. As for the option groups, on the whole, people would say, well,

maximum for a CSE group will be 25, for an "O" level group will be 30; minimum - well, it's still got to be double the figures. But there again, they would make these same kind of exceptions for the minority subjects. They would accept an "O" level group of 7 for Religious Education or a Music "O" level group of 8, or a Latin "O" level group of 6 or 9.

Q. If a school had started a youngster off in something like Latin and she has already reached "A" level in Latin, would they feel that they had some commitment to that youngster simply because they had started her off and they really ought to finish?

Yes, I think so. That particular subject would only apply to very few people. But let's take French and German. If a student had started French and then subsequently started German, there would be some feeling that it ought to be possible to carry through both languages for those who wanted to, to the end of the fifths, to the age of 16. But the choice always narrows significantly for the "A" levels so I cannot really apply the same ideas up there. For years 1 to 5, or 2 to 5 in schools where they don't start until 12, I think there is a feeling that you don't offer subjects at the bottom of the school which it is not possible to carry through. It is not that everybody is going to, but that if students want to carry through typing then they ought to be able to.

Q. Are you faced at the moment with the possibility of any school closing due to "falling rolls"?

We have not really experienced that yet in our case studies fortunately. We have only got one school out of our 20 which is probably going to close during the period of our project. And a second one which may very well be amalgamated, the agreement is that it is to be amalgamated with two other schools. I think there are some parts of the country where schools are being closed, but we don't really have a clear picture of that because we are not trying to do a sort of survey of the country as a whole and every school's position; that is the only thing that would show up closing clearly. Closing a school presents problems, legal problems which are not yet unravelled because it relates to the area of parental choice, which is a very emotive issue in this country. In any sort of large urban area

where there are a number of schools, it is believed that there should be a certain amount of parental choice as to which school their children will attend. In some areas, there is hardly any tradition of choice, people do what they are told. In other areas, people guard their right to choose very strongly. In terms of school closures, free parental choice makes it very difficult to plan the closure of a school. You tend to get a situation where a school becomes for some reason unpopular and parents therefore attempt to send their children to other neighbouring schools or probably a particular neighbouring school which they see as much more desirable and because this school has been suffering a falling roll, therefore, let's say it has to narrow the choice of subjects that it can offer and you get a kind of descending spiral sort of situation wherein that school gets worse and worse off and really we feel that probably that is not acceptable on a large scale.

Q. Now in the areas where there is a large decline, are any of those really multicultural areas?

Yes, very much. Liverpool, for example, and inner London. In Liverpool, you have got a large Irish population. Manchester has a large Asian population. Liverpool has also got a large English black population which is not multicultural in the sense that it is as English as I am, people who were born in England. There is also a problem with denominational schools which confuses the issue of choice, in some areas. For example, take Liverpool again, there's a large group of Roman Catholic people with the opportunity of sending their children to Roman Catholic schools. Our voluntarily aided schools have a kind of special status which is different from the ordinary state schools and they are not subject to quite the same rules and regulations. On the whole, people who state themselves to be Roman Catholics are free to send their children to Roman Catholic schools rather than to a state school. Unless those schools be full. *Those schools can legitimately ask for government money to expand their facilities if they feel there is pressure and demand for more places in those schools, even if there were empty schools nearby which are state schools.*

Q. Is there any way that, for instance, the Department of Education and Science would be in a position to say to the LEA you have that empty school in the area, the Roman Catholic Separate Schools want to expand, you should sell that building or you should rent it to them. Is that possible?

It would be most unlikely that it would happen in that way, as directive from the DES which doesn't really involve itself with what is going on at that level. It could happen locally that they could make an agreement, but on the other hand, I am not clear that it would work that way. It is something that we are looking at, especially in Liverpool, as it is a good example. The other complication of choice is single-sex vs. co-educational schools. In principle, parents should be free to send their children to whichever they like. This gets mixed up with the ethnic thing because the Asian cultural arrangements tend to favour single-sex schools. You can then get a preponderance of one ethnic group in a school because it is single-sex, which will make it less desirable to another ethnic group.

Then there are the schools that no one wants. A school that is not sought after by any parents, starts to decline. What seems to happen here as a result is that you get a "sink" school curriculum. It doesn't actually empty. It comes to hold within it all the pupils of parents who are not sufficiently interested or worldly-wise to the possibilities that they can opt for other schools. It tends to have a very large group of deprived children. In addition, a very high turnover of mobile families use it because if somebody comes in the middle of the year to the area, there are not spaces in those other more desired schools and so the new comer children must be sent to this school. It constitutes a way of concentrating all problems in one school. Now maybe one can argue that, okay, this is fine because you have now got a school in which you can concentrate a vast amount of extra resources very legitimately; having focused all the problems, you can focus all the help, as well.

Q. What effects have the falling rolls had on programs such as English as a second language?

I don't know yet. We have got somebody studying three schools in London where we may get some evidence on this. On the other hand, I think that, at least in one of those three, the ethnic minorities are in fact in the majority, and they won't decline enough to suffer. It is something I think we should perhaps look at. We might be able to see that going on in our Manchester schools.

Q. Yes, I had read somewhere that there were various LEA's, who felt that there was a certain critical ratio of cultural minorities to majority groups or indigenous population within the school and that they were in fact in the process of maybe busing children to other areas in order to ensure that the critical factor was not passed in certain schools. Have you heard anything about that?

No, I don't know anything about that. If it were being done, I should think that it was being done *very quietly*. You have a problem in defining an ethnic minority really in this country, now, because there are first generation immigrants and they obviously have certain language needs and cultural transition needs. But we have also got a very much larger number of people who are maybe second or third generation immigrants and at what point do you stop distinguishing? Obviously, our West Indians, that is, people of West Indian origin are very large in this category, many are at least second and third generation. And it is more a problem of cultural, sub-cultural deprivation of some kind, having a continued effect. It is not basically a language problem at all.

Q. Are you aware of any schools where they have any special programs to increase interracial understanding? One secondary school principal told me that they were using a course called World Religions as their primary means of getting interracial understanding in the school.

I have only heard of this in the London schools. I have not heard of subjects of this nature in our other big city schools with ethnic minorities. I have only heard of special language classes, "English as a Second Language for Asians" in Manchester.

- Q. Would you say that there are any interracial problems in schools?
Is anything being done about them? What I am getting at is not
whether incidents arise or not from time to time. What I am
interested in, is whether there are schools that are making some
kind of a determined effort to ensure that the young people growing
up in their care are not going to have some of the same kinds of
hangups as some of their parents.

I really don't know how this relates particularly to ethnic questions. I think it spreads out for us into a wide area of social problems: children who have come from one parent families, chronic unemployment, very poor housing. Their problems are largely the same whether they are black or white, Irish or English.

- Q. One professor in a faculty of education gave it as his opinion that
the problems were by and large not problems of skin colour but
problems of social class. Is this more or less what you are saying?
That the youngster who comes from a deprived environment brings to
the school with him certain sorts of social problems?

I don't know whether it really correlates entirely with class. There obviously must be - it must tie up with level of income, but it would be unfair to assume that everybody who is in socio-economic group 5 is more likely to have problems than anybody whose parents are in socio-economic group 4. I mean it is just not that simple. *Terrific turnover* is coming out as one very significant characteristics of the minority of the schools we study. When we simply try to get the numbers of children in the school, the first question is "Well, which month do you want it for?" They may have up to a 40% turnover in the actual faces within that school during the course of one academic year.

2.3 Secondary School Principal (Inter-racial school)

We have 1200 students, 50% of whom are Black British -- children born here -- we do not have a second language problem. In 1971 we had 1800 students.

A major advantage of falling rolls is staff stability and commitment.

Parental choice becomes a very important factor when enrolments are declining because parents can nearly always get their choice when no school is full. We used to be a not very popular school, but now, due to a variety of factors, more parents are choosing us. Our ratio may even go up slightly.

Our staffing is good because we used to be staffed "notionally". For example, the L.E.A. would say you should be taking in 300 children next year -- and would give us the staff for 300: but maybe only 200 students would select us. So there was a period when money was "flush" and we were unpopular. We were able to improve our teacher-pupil ratio considerably -- so then we began to be more popular...

We were supposed to lose 15-18 teachers but that was reduced to 5-6. They were redeployed. No one was fired.

In any case, we always work out the needed curriculum, then try to staff it. The curriculum needs are paramount.

Some subjects have had to go, such as Ancient Greek, German, Urban Studies, and General Studies. We are still hanging on to Latin. We have 1.6 Classics staff -- but very few students. Yet we do have needs in some other subject areas.

Peripatetic teaching is an unhappy situation, it doesn't work.

We have identified one or two schools in the area as speciality schools -- for example -- one offers an especially good music program.

Two or three secondary schools get together and timetable their sixth form work the same -- so that they can cooperate, but dovetailing timetables is a lot easier than dovetailing personalities.

2.4 Teacher Educator - Faculty of Education, Middlesex Polytechnic, Trent Park

This former faculty teachers' college was, in fact, amalgamated with the Middlesex Polytechnic when enrolments in the school were falling and the Department of Education and Science said that we had to cut back. So now we are part of this larger unit and many of the teachers have to do things other than teaching faculty of education students

Additional opportunities that are open to our graduates are mainly in areas that are, broadly speaking, allied to education, and those opportunities are by no means considerable. Many graduates are going to work in community homes. These are places that were set up in recent legislation dealing with the whole question of how to treat delinquents and young people who have got themselves in trouble with the law. The old approved school system was abolished... community homes introduced. They are a form of residential centres. Some graduates are working in these areas, others are trying to work in areas of child care, others have applied to go into the probation service. Because this is a college that has been largely devoted to the Arts, some have gone into what we call T.E.A. -- Theatre in Education. Groups of people go around schools, providing stimulæ in the form of dramatic activities. Other graduates have gone into commerce, industry and so on.

It is too early at this stage to say how successful we've been in placing graduates in industrial training positions because the unemployment problem has only really hit the U.K. in the last two or three years. Really monitoring what has been happening is extremely difficult. I wouldn't have thought that we've been successful in that particular sphere. Under our system, many students come into teaching at 18, they've been at school, they go to college, they go back to school -- their experience of the world outside of industry is very limited. To be able to become a training officer in industry usually requires that you've had some experience in industry itself and that would not apply to the majority of our folk.

Very roughly the percentage of graduates who got teaching jobs was between 55 and 60%. That was high actually. At many other institutions it was far lower than this. Mainly, it is a question of what subjects the students are able to offer. The problem at the moment is that the primary sector for the ages of 5 to 11 is very heavily oversubscribed -- to give one example: in the Inner London Education Authority, really the largest education authority in the country, probably in Europe and for all I know, in the world, had over 3,500 applications for primary posts this year and is only appointing 120 people. There is a projected decline in the school population of Inner London alone of something like two-thirds within the next three or four years.

In the secondary sector from 11-16, the fall-back hasn't yet taken place on quite the same scale. It's happening, but very, very much more slowly. Simply because between 1964 and 1968, the years from which our present secondary school students are drawn, the population had not yet plummeted quite to the same extent. The plummeting started in the early 70's. Therefore, as far as jobs in the secondary schools are concerned, it's more a problem of which subjects can the graduate teachers offer. There have been for many, many years now grave shortages in certain subject areas -- particularly in the crafts: heavy craft, woodwork, metal work, technical drawing, technical subjects generally; in science, in mathematics, in French -- which is the only modern language that we do in any considerable way in this country, in music to a lesser extent, in home economics -- that is, domestic science and allied subjects. But, in other areas, like the humanities, English, geography, history, certainly in art, there's a plethora of students and not enough posts to go around. So really it's not so much a question of which authorities are making appointments -- universally it's difficult throughout the country. Areas like Inner London, which are notoriously difficult because of problems of

discipline, multiculturalism, and where there was a massive turn-over of staff in the early 70's and late 60's, are now in the happy position, from the selection of teachers point of view, of being able to be extremely choosy.

Universally, there are severe government restraints on the numbers we can recruit and this is, again I must emphasize, not simply confined to this institution. The government decided this in its paper *Education: A Framework for Expansion* -- for us it meant a framework for contraction! This institution, to give one example, was recruiting, early in the 70's, about 300 or 400 students a year in teacher education. We had something like 1,300 students on this site engaged solely in teacher education. We are now restricted to recruiting not more than 150 students a year. That's a cut of well over 50% -- something like 60% or more. And even withing those constraints, it's difficult to recruit people, for two reasons, I think. One, we recruit for degree courses now, not simply for certificate courses. That means a higher level of entry which many students don't attain. But more importantly, the message has got through to the school leavers that there is very little point in training for a profession in which there is no guarantee of employment at the other end. Teachers have been nourished in the belief in the past, or students certainly, that if you came into the teaching profession *you might not get paid too well, but one thing was certain; there would be employment at the end of it.* This is no longer guaranteed. What we're trying to persuade people is that even if they do come in for a course that leads to a qualified teacher status, you still *have a degree at the end of it* which *may* be marketable in some of the other areas I described before.

If you can think of three categories of qualified teachers in this country, you have first of all those people who went to university, read for a degree, and then took a post graduate certificate in education. Secondly, you have people who are coming on to courses like ours, the Bachelor of Education degree and thirdly, you have people who

are still certificate students because the certificate although phasing out, it's not completely phased out and there's still quite a number of certificate qualified students on the market and even one or two institutes that will recruit until 1979. Now, in surveys that have been done so far, of success in attaining employment, heading the list as far as secondary schools are concerned, where most of the jobs are, are those who came by the route of university plus post graduate teacher training.

On the second route are the B.Ed. students. They are the people who tend to be slightly more favoured than those who have just got the certificate. At the bottom of the list are the certificate students. But, of course, that mostly applies to secondary. In primary, in the few places where there are still jobs, many authorities prefer to take students who have done what we call a concurrent form of training, namely, education alongside another subject.

As for representatives of minority groups, in this institution they are almost infinitesimal -- hardly any. I think in the second year course we may have about three or four out of a total of a hundred. It wouldn't be more I think than four or five percent. That is a more-or-less universal statistic.

We do, however, have a substantial number of overseas students in the polytechnic as a whole and they are going to such professions as -- particularly popular amongst Nigerian and black students is the law and accountancy and business studies, engineering studies. Those are the areas where you would find a substantial number of immigrant students. Those are, in fact, the professions which have status within their own countries.

In preparing for the next five or ten years, I think there are two possibilities that could happen. If the message gets across to would-be applicants that the course the government is now attempting is to equate supply with demand -- in other words, there is more

demographic planning than there was in the past. (We went through a period of enormous expansion. We were recruiting students by the thousands all over the country; colleges were being asked to take on many, many more students very often than they could possibly handle.) I would say that if the message gets through that employment prospects are likely to improve simply because of this equation, then we might find a sort of a plateau developing, where we will train the number of teachers required for the demands in the schools. Assuming that the demographers are correct in their projections -- they have been wrong before! -- we can plan to some extent. We do know that something like 800,000 children were born in 1964 in the U.K. and that figure is less now than 590,000. So we can say that with those who were born this year our school needs are going to be considerably less in five years time. If the demographers are correct, then my estimate would be that a plateau would develop. I have another fear -- one that may not be shared by most people -- that if applicants continue to hold back, continue to feel that there's no future in teaching, then we could experience, perhaps five years from now, another shortage in the sense that, if institutions are not able to recruit for the teaching profession, more and more will be closed down. There were after all, a hundred and fifty colleges of education in the country. Now they've been absorbed into other institutions, but I think the intention is to have about eighty that will actually be engaged in some form of teacher education. Obviously, if institutions can't recruit, then the possibilities are that the government will effect even more closures and may even decide that the kind of institutions that were earmarked to do teacher education can no longer do it. That's another possibility.

You ask about program changes because of declining enrolments. None that I am aware of. At the moment what's happening is, that the demographic projections have coincided with an economic crisis, with cutbacks, with economies. So what could have happened would have been to have trained a fair number of teachers, improve pupil-teacher ratios enormously in the schools, had a far more comprehensive

attack on the kind of problems that we're well aware of: multi-cultural education, for example, of being able to deal with such things as ESL, small groups of children. We could also have had a big attack on such things as special education with centres being set up up and down the country within schools to accommodate children who have learning disabilities. Physically and mentally handicapped remedial programs could have been developed on a far larger scale than has been up to now. As it is, with the economic situation, authorities are going to be faced with the sort of problem we described before as to which schools to close down in the future. It hasn't happened yet and, indeed, it will be very strongly resisted because it's not so easy to dismiss teachers in this country as apparently it is in Canada.

Figures for the number of teachers' college lecturers who have either been made redundant or sacked I don't think are available but there have been various reports at conferences that have taken place which indicates that it's still fairly small. I wouldn't have thought it's as high as 10%. They've been encouraged to leave, they've been encouraged to be re-deployed into other areas; into administration perhaps. Of course, many of them can't go back to school -- they are not wanted in the schools -- now that they are going cap-in-hand to teachers! Authorities vary, this authority so far, in this institution, has declared a policy of no redundancy. How long it will maintain that stance, it's quite impossible to say. Again, speaking personally, I don't think they can maintain that stance indefinitely.

The way the problem is going to be tackled in schools has to some extent been indicated in the Green Paper, which you may or may not be familiar with. There is a section in that document where the Minister has declared that through a program of early retirements and encouragement of teachers to retire over the age of 50: the wording is rather delightful -- something about "where it is proved that the local authority cannot exercise its function efficiently" then it will remove staff accordingly. And, in fact, the section deals with the

kind of people who might want to go, people who have been in this profession too long and are now rather tired -- those who were inefficient to start with! But I can show you the actual wording.*

The great debate was launched by Mr. Callaghan in October 1976 in his speech at Ruskin College; a speech in which he indicated that there were certain areas of concern about standards of literacy and numeracy and that there was perhaps he didn't use the word that the Americans use -- accountability. We are setting up, *Assessment of Performance Units*, A.P.U.,* apparently in things like mathematics and other areas of the curricula. He also indicated that there ought to be a revision of teacher training, we ought to be looking at the way teachers were trained; he also suggested - Heaven help us -- that we might think of the kinds of things we teach in schools, because you know how autonomous we are in Britain, nobody sits on high and tells us what to teach, we teach what we feel we ought to be teaching. (We never write it down either!) Also, there was a suggestion that we ought to be paying much more attention to careers or guidance education for our youngsters who leave our schools. The Green Paper was a response to that -- to Mr. Callaghan's speech.

The Secretary of State is not quite in the position of your Minister (in Ontario) where she can personally act on recommendations. For example, on this issue of curriculum: The Green Paper came out; then the Minister asked local authorities to send in details of what kind of curricula were being formulated in schools. There was a howl from one of the most influential pressure groups in this country namely, the National Union of Teachers. "Teachers' autonomy being threatened, teachers' independence being threatened!" Even before she'd made up her mind what direction she wanted to go! There are still authorities that refuse to go comprehensive after all these years. Although now there is the Act and they'll have to. Even more so on inservice education, there was a certain amount of money that was actually earmarked by the government to local authorities and it wasn't taken up. I'm sorry, I have a meeting, I must go... declining rolls haven't put an end to meetings yet...

* See page 20 of this document

** See page 5 of this document

School
Newsle
May.

The Headmaster's Page
India
Great!

Truly - I wouldn't have been able to do anything. I was worked very hard for the last week, and during the last week, and minute of my month's visit.

Ions were to visit schools and assess in their management with the Government, now, to report to the Government on how, if at all, we could learn from the

and took me to centres of A and Mag

from us, the parents, and the only way we can do this is to form a partnership and taking a more active part with them. We need them, they need us. This way your child will get the best of everything, so please attend the meetings. Also there is a Parents' Consultative Committee where parents can question the ILFA on all aspects of policy at any time. PTA can discuss standards and every educational issue and, on your advice, give approval or disapproval to the ILFA. So there are no limits to the P.T.A.

(Signed) Mr. Pamphilon

Chairman of the PTA.

SCHOOL

44-year-old Mohammed Elbaja has been speaking managed for only four years - but last year he still life in his Street, "My Life". Mohammed, family were native Morocco - the bad times when his father and then his mother left to find work in London.

He tells of the problems of a family split up between two of the countries and how he felt when he had to face life in a strange country with a strange language. Mohammed, now a pupil at Shoreditch School, asked by his teacher to write a story about his homeland. "I had so much to say I wrote a book," he says. "My Life" is already a book, "he smiles.

New timing for the School Day

In last Term's Newsletter we explained that, increasingly, schools and colleges in London were working together at 6th Form level. We suggested that over the next couple of years or so we would be working increasingly closely with Edith Cavell School and the City & East London College.

We said at the time -

"We are now discussing changing the school day so that any 16+ student in Shoreditch, Edith Cavell or City & East London could fit easily in to lessons in either of the other two institutions".

Those discussions with the other two institutions, with our own teaching and non-teaching staff and with our Governors have led to a proposal that we keep the start and finish at the same times (9.25 and 3.55) but move the lunch hour so that it runs from 12.10 to 1.10.

Really that's the only change which might affect parents. The rest of the changes are within those times and affect pupils and staff. Very briefly what we are trying to do is to bring our lesson times closer to those of Edith Cavell and City & East London. This will produce the usual inconveniences that accompany change but also creates some advantages: we'll be able to have a crisper start to learning, have more actual teaching time, have fewer movements about the school, have more sensible arrangements for Games lessons and by having the teachers work 35 minutes later than the pupils on one day a week, have time for staff meetings, working parties and in-school-training of teachers.

To get back to the point that affects parents - the earlier lunch hour suits the teachers, helps the three institutions use each other and pleases the kitchen staff - but does it please you?

We would welcome any comments and will see that all comments for or against are reported to Governors when they meet on 18 May.

2.5 Sixth Form Centre Coordinator

The Inner London Education Authority divides its schools into ten divisions for administrative purposes. This division has been traditionally one of the poorest areas. There is a high rate of unemployment and all the difficulties associated with that, and quite a high rate of immigration into the district. For various reasons, including these reasons, the number of "A" level classes which had very small numbers of pupils is quite high in this division, in fact, higher than in any other division. It was in 1973 that the problem became so obvious. There were seventeen secondary schools in the division, and scattered round in those secondary schools were pupils taking, for example, Physics, French, Geography, in groups of two, even one sometimes, each with a teacher. This meant that there were problems of staffing in other difficult areas lower down the schools where perhaps it would be better if you had smaller groups, for example, in remedial teaching or in offering a wider range of choices at fourth form level. The small "A" level groups were felt to be the most tractable, the most possible to do something about.

The heads of all the secondary schools met to discuss the problem and alternative solutions. They thought of grouping the schools into consortia and running courses for groups of schools. This idea was not popular because they had already some experience of grouping schools. The pupils of one school are reluctant to go into another school if that school has a better reputation than their own or vice versa; because either they feel superior or inferior. This was the experience of one or two heads and so they wanted to try something else. They could not have a sixth form college because nobody wanted to lose all their pupils at sixteen. London has gone for schools for 11-18 year olds as you have probably discovered. In some parts of the country sixth form colleges are used but they were not popular as an idea in London although the heads did consider this.

The idea of the sixth form centre had been put forward by one of the inspectors but it had never been done anywhere, it was a theoretical idea. The idea was to have a central base where "A" level courses were offered for schools which could not get a viable group (the number chosen was five, an arbitrary number, in fact, a number that is lower than the minimum

used in colleges of further education). The staffing was also to be controlled by the schools in that it was to be done by volunteers from the schools themselves. A teacher who was used to teaching "A" level at school and could not get a group big enough could volunteer to teach at the centre. This idea was accepted by the body and everybody decided to try it out.

We chose this building, it was an old grammar school building, the school has become comprehensive and it has new purpose-built accommodation on the Isle of Dogs which is further south than this building. This building is too small for a comprehensive school. It has no real playground at all, only a roof playground; but it does have science labs and if you have got labs already built that is a great saving in cost. It does not have an art room or handicraft rooms or domestic science rooms but we felt that those subjects were catered for in the schools and we would not worry about those to start with. So we opened in September 1976 and we had a range of subjects. They are listed in our pamphlet as follows:

- Group 1. English, Mathematics ;
- Group 2. German, Biology, History;
- Group 3. French, Chemistry, Economics, Needle Craft;
- Group 4. Geography, Art, Psychology;
- Group 5. Sociology, Physics, Religious Studies.

(Not more than one subject can be taken from each group as they are time-tabled at the same time.) We had volunteers teach them from all the schools. In one case we had two volunteer teachers and then we had an interview with an inspector to decide who we should choose. In every other case we only had one volunteer. In the case of biology we did not have a volunteer, but since that happened to be a subject which I teach, I volunteered to teach that as well as coordinating the centre. So then at the last moment we had a volunteer for biology so she shared it with me. And we are now at the end of our second year, that is our second academic year, so that our first entry are just coming up now to take "A" levels. This is the first entry that we have had, so I cannot tell you how the results are affected.

We decided to limit the centre to "A" levels for the first two years, but now we have decided to add "O" level language courses for people who

plan on going on to "A" levels; and crash courses to "A" level in language because language is worrying as a subject, because languages are not so popular now and they are tending to reduce in numbers in schools very much, so that we are trying to encourage teaching in foreign languages here. (The Centre is equipped with language labs. C.M.). For example, this coming September, we have got a volunteer to teach "O" level Spanish as a crash course. We already have "A" level French and German.

The reason why we have not opened it to all types of sixth form mathematics is that the sixth formers *remain on the rolls of their schools* so that they, in fact, only come to us for perhaps one or two "A" level subjects but the rest of the time they spend in their own schools. Each school, therefore, has a sixth form and it wishes to keep a sixth form, so that all the other pupils who are not attending us for "A" levels will attend at school and as long as these can be coped with in the school that is how it will remain.

If schools are using the centre for most of their "A" level subjects, then they will base their sixth form timetable on my timetable which I got out first. If they are only using us for one or two subjects then they will usually fit my timetable into their own and won't necessarily follow the rest of my timetable. It is up to the individual school according to how much they use us.

The farthest school is four miles by road from here. We have school buses doing the round of schools, dropping people and picking them up. It takes students half an hour at the maximum. Both students and teachers are brought here in buses, but many of the teachers have their own cars which they use. They can become registered car users and obtain the mileage allowance.

In the first year group, we have about 75 students coming at different times. Some of them doing more than one "A" level. And in the second year group, we have got about 45. Altogether we are catering to about 110 or something like that. I must admit that the second year numbers have fallen quite a lot because, in this division, as in other divisions too, we have a fairly high dropout rate from the first year. They stay initially on, many of them, just to try to decide what to do, and they might start on the course and then not complete it.

Q. Yesterday, in a school, I broached the idea of a sixth form centre to a headmaster. He expressed great concern and said that he personally was against it. First of all, he wanted to keep his sixth form intact but secondly he felt that students would start to feel that they were half way out of school already. Is that so?

Yes, some students are like that. You see, some students leave school at sixteen-years old, and go to colleges for further education because they don't want to stay in school anyway. Other students don't want to move out of school and will choose not to do an "A" level that is here, if it means that they have to move out of school; whereas others are half way between the two. It suits them. They are in school and they have got their base, people they know, yet they can begin to venture out to do some of their work here. In divisions where there are old traditional grammar schools and they have only taken a comprehensive intake into their first and second year, their senior school is still very academic and they can get big enough groups. Certainly, if you can get a big enough group, you don't need the centre.

Q. How multicultural in nature is the group of students who come over here?

I cannot give you the percentage. We have students who are Chinese, West Indian, Kenyan-Asian, Indian-Asian, and Pakistan-Asian; students from Mauritius, Cyprus; both Turkish and Greek Cypriots. It is a multi-cultural centre. About half are English, I should say. I really find that very difficult to think of off-hand because they are not numbers that I keep.

Q. Another headmaster I spoke to told me that one of the ways in which he was assessing the effects of his program on cross-cultural understanding was by noting that when he first went to the school there were so few Blacks in the advanced level of classes but last year he had 22 or so go on to university. He felt that was really an achievement. Have you noticed any such changes?

This is difficult to judge because I don't get a true picture of what is going on in "A" level in the whole division. I am only going to get

pupils either who are doing subjects which are not particularly popular in their own school, or coming from schools where there are very little "A" level work at all. But I have heard heads in this division say that the West Indians don't achieve. They don't get into the sixth forms very often and I think this is true. Thinking of one boy I happened to know quite well who is in our second year sixth form doing an English "A" level. He must be very remarkably gifted to have got that far because he did not come to this country 'till he was nine-years old, and he came from a French creole speaking island and they speak this patois at home too, and yet he managed to gain an "O" level equivalent at 16-years old which is the normal age for an ordinary English person, and now to be good enough to carry on to "A" level. I don't know that he will get the "A" level pass but he is doing the work, and I think he is a very remarkable boy. So, it is certain there are not as many West Indians at "A" level as there are Asians. But the reason for that I don't know. You see many of the Asians speak their own language at home. The Greeks and the Turks speak their own language at home.

Q. Do you have any students who are taking modern Greek at "A" level?

No, we don't do modern Greek at "A" level here, but I know that some of the schools do. And one of the girls who comes here for other subjects has just done Turkish, and the Chinese girl in the English group has just done "A" level Chinese. But they go to evening classes and have classes outside. If we had big enough groups, we would run them in here. Some of our Catholic schools do "A" level Italian. Actually, among our boys, I suddenly remembered we have got an Italian who speaks Italian at home and another one who speaks Polish at home. When they come to the parents' evenings, many of them have to translate to their teachers.

We run parents' evenings here so that the parents come to meet teachers of the subjects. So that they can set their minds at rest by speaking to them face-to-face, although we produce reports every half term.

Q. You have here, in fact, an empty grammar school. To what degree is it staffed? Do you have a caretaker to do the cleaning?

We have to have a school keeper and three cleaners who are under his charge because that is what a building of this size is entitled to. We have a laboratory technician who also does the A.V. work and he services the three "A" level science labs and he does a lot of extra work. He helps the school-keeper with things and he supervises the workmen who come here to do electrical work and plumbing and all sorts of things like that. So he is a very useful person; and the secretary and myself are the staff.

Q. Yesterday, in a comprehensive school, I was given a pamphlet. Later, I read in it that they had used their A.U.R. to purchase a part-time teacher of sixth form Music. What is an A.U.R.?

A.U.R. stands for "Alternative Use of Resources." Schools receive what is called a school allowance which is based upon the number of pupils in the school, and various other factors. As well as the school allowance you also receive another lump sum which is what we call A.U.R. I am not sure about the history of this but there is a certain amount of money available for things like extra teachers and extra help in various ways and this was all dealt with separately at one time, then the I.L.E.A. decided that a school, instead of having half a teacher to which it was entitled might like to buy a whole lot more textbooks, so part of the money is given to the school as a lump sum and they are allowed then to use the money as they like. They can buy a teacher with it if they want. There are certain provisos, certain restrictions. You cannot buy more than a certain number of hours, teaching hours, I suppose. You can buy clerical assistance for the staff. You can give all the departments more money. You can do what you like with it. This is a privilege which is very much appreciated.

Q. How do you get .5 of a teacher? Would the teacher be in your school for half a week then move to another school for half the week?

No, there is a rule about that. You can't. If you are a part-time teacher you can't make up your hours to full-time hours I believe. There are all sorts of little snags and things. But that's from the individual teacher's point of view. I think you have to remain a .9, sort of $4\frac{1}{2}$ days a week.

Q. This is a little bit peripheral to the sixth form centre, but we were talking just before I started to tape about retirement and so on. At what age can a teacher retire?

Women retire at 60 years old and men at 65 years old. You then get your full pension. The pension is geared to the number of years you have been teaching. You can remain at teaching after the age of 60 and 65, there is not a compulsory retirement. And if you retire before that, I think you cannot claim until you are 60 or 65. About A.U.R., we at the Centre, are financed by A.U.R. from the schools. They have chosen to have a sixth form centre in this division so they choose to give me a small proportion of their A.U.R. money for books and so on here.

Q. So, that is how you get all your financing, but who actually pays your salary?

My salary is paid by the central people at ILEA. They do not have to use the A.U.R. for that. The central body agreed to provide the school building, the school-keeper, the technician, myself and the secretary. All the other things have to be paid out of A.U.R. In fact, we have had a part-time lecturer from one of the colleges of further education to teach economics and he is paid out of A.U.R.

Q. If a school is spending a large part of its A.U.R. money on this centre, doesn't that mean that other things may not be done; it has less to spend within the school?

Yes. If a school is giving us more in the way of A.U.R. and teaching staff than it is receiving back in student teaching, then that school can apply to divisional office to have the balance made up in some way. They are allowed to do that but most people are so unselfish that they don't much worry about it. Because even if a school is providing two teachers for example, the same school is often taking advantage of about five or six subjects. If those subjects were staff in their own school, it would be very much less economic.

Q. One of the things that has interested me as I talk to other headmasters is where are the teachers going who are displaced as enrolments decline? People say, Oh, well, they are being reallocated

and so on. Is there some agreement with the union that teachers will not be dismissed?

If a teacher has been permanently appointed, they *cannot* be dismissed. They have to remain on the list of teachers in London. You can only dismiss a teacher who has been appointed as a supply teacher or as a temporary teacher.

Q. Is there no redundancy clause in the agreement?

No, I don't think a teacher has been made redundant and received redundancy pay. I don't think they can fire surplus teachers. I don't think there is a redundancy clause. They are reallocated--there is a certain natural wastage of course with retirement, with women going to start families, people moving out. There is quite a lot of movement in London. I mean, teachers quite often will come and teach here for a few years and then tend to move away again. So you do have vacancies occurring which can be filled by the teachers who would become supernumary in their schools.

Q. Are you aware of any schools that were ever closed completely?
Obviously, this one was.

Well, this building was, but the school as a school has become comprehensive and they have still got the same name. They just moved out. There is a school in this division called Palmeter's who are moving to Hertfordshire* and they have taken their entry in Hertfordshire in their new building; they are running down this end so that they have got perhaps one or two years in Hertfordshire and here they are starting to run down from the third year up. They will certainly be closed in this division in five years' time. But two schools have amalgamated so you could say that one of them has closed if you like.

Q. One building is empty!

Not yet. No, it will be if they can move into newer premises they will vacate the older building. This centre has been set up actually with

*About 50 miles away, in another county.

falling rolls in mind of course. They are expecting the small "A" level groups to get even smaller as years go on.

Q. Will you then start taking "O" level people?

Possibly, I don't know, I mean we are facing each year as it comes to see what is needed. Our rolls in this division are not falling as fast as some because they are often made up by immigrants coming in. But if their English is not good they are less likely to take "A" levels, so it won't improve our "A" level groups.

I think everybody is aware that then the character of the schools will change, and a great deal of work for immigrants is being done in the primary schools, which I think is the place for it. But I don't think, well, I don't really know anything about the curriculum lower down in the secondary schools. In any case, English at "A" level is still largely in the schools. In fact, in any one year, there are rarely more than two, possibly three schools that are not running English in their own schools. And those are schools which haven't got any tradition of "A" level at all. That is the subject, certainly, which is the first one to be offered if a school is running any "A" levels at all.

Q. Are you going to be judged on the number of "A" level passes that you get?

I think we probably shall be. This is what people keep asking me for. I know that everybody is interested in the number of "A" level passes, but I keep saying you have to compare the number of our passes with the number which are got in the schools. I brought this up at our last advisory council meeting because my governing body consists of all the heads. I asked could we decide how we are going to publish the results, because I have been asked about this by many people, in all walks of education, from the DES and the elected members in the GLC. I would like any publication results to have regard to the level of passes in the division as a whole. Having discussed it for some time, we decided to leave it until we saw what the results were; then we would decide how best to publish them.

Q. I was interested in your remarks about some of the newspapers being anti-ILEA. Are newspapers generally seen to be anti-education?

Yes, they are. It is a subject which everybody thinks they know something about because they were at school or they have got children at school. My theory, which actually I heard when I was studying educational psychology many years ago, was that because people were in awe of their teacher at school, they want to get back at their teachers when they have grown up, so that the teacher is always an object of hostility. People always have this stereotype of a teacher in their minds as it was when they were at school.

Of course, racialism is an issue in the newspapers as well and the figures which have been collected on the number of births to mothers born outside of the country. The latest set of figures are very high, actually. I think 45% of births in this division are to mothers who were born outside England. But we have not got any comparison with what it was in the past. In fact, *this area has always been an area which has attracted immigrants from all over the world throughout history.* The Huguenots fled from France and set up workshops in this district and then an enormous number of Jewish waves of immigrants have traditionally come to this district. And so this is continuous. There is a church at Spitalfields which was originally a *Huguenot* church, I believe, and then it became a synagogue because that was the big area for *Jewish* immigrants and then they could not get enough people to keep that going, now it is the mosque for the *Asians* living in that district.

Q. Are you aware of any difficulties or whatever with religious education in the schools. Does it present difficulties that now there are so many different cultures?

I have heard the Muslim people are not satisfied with the education which the pupils are getting. They want to have a lot more control over it.

Q. One of the headmasters I spoke to on Tuesday out at Brixton was telling me that his school is quite well received because it is a boys' school. Are your schools mainly all boys or all girls schools?

No, there are two boys' schools and two girls' schools as far as I can remember, One Roman Catholic girls' school and one Roman Catholic boys' school, and two maintained non-religious girls' schools, and two maintained non-religious boys' schools. That is right. That is six; another ten are mixed. The parents are free to choose. And I think probably the Muslim girls are accommodated in the single sex girls' schools.

2.6 Teacher English Resource Centre - Outer London

One thing we don't have at this centre is that we don't have children coming here at all. It is for teachers mainly or other interested adults. There are 36 of us who are based here and who spend most of our time working in the schools. One half works in secondary schools. They are generally posted to one secondary school. They stay there and for a lot of their time they take small groups of kids who need extra English, or would certainly take children who have arrived in the country very recently, and time permitting, they may take some children who were born here of immigrant parents who have never really got very far into speaking English. They also liaise in some cases with the subject teachers in the schools so they may go and listen-in on some lessons and they provide supplementary material for the students with weak English so that they can follow the science course or whatever. Once a week, they come here for a team meeting, so that is the secondary team.

Our primary team, we operate a bit differently. We tend to be more mobile. We go to a school for one year or maybe two years and we take groups of kids sometimes out of the classroom, sometimes in the classroom and we suggest materials and ways of working that might be helpful, to the other teachers. Assuming I am typical, at the moment, I have about 30 children I take in groups out of the classroom, but I am also working in three classrooms alongside the class teachers.

If a student arrives in the school, speaking no English at all, I would see that child for part of every day and we would just start with the most basic survival language: hello, and what is your name, and build up from there. According to the child's age and how literate he was in his own language, I would give him reading and writing and exercises to take back to class. Then it is a question of how the class teacher sees the problem. What the class teacher feels he or she can fit into, organizationally.

Officially, we are on the staff of the centre, not on the staff of the schools. Although we don't usually do much teaching in two schools at once. We tend to have one school where we are doing quite a bit of teaching and working with the teachers as I have suggested and then we

do two other kinds of things. We do sessions for teachers, sometimes here at the centre, sometimes at a particular school when the teachers at that school have asked for it.

The last session I did was on reading and writing and it was not concentrating only on beginners in English. I was suggesting that it might be useful for the other children as well. And we were talking about purposeful reading and writing that is actually for something rather than just practising reading and writing just because teacher tells you to. So we are looking at things like reading recipes so that you cook and you can eat; and other kinds of instructions so that you can make things. Writing letters, writing for other children or your friends or your family to read.

Q If each teacher here works mainly in one school, why are you based in this particular building rather than being based in your school like the other teachers?

I think that is a question of money and numbers. There are 18 of us for 90 primary schools, so the spread is fairly thin. You asked about finance, *our finance comes largely from a central government fund called Urban Aid and about 25% comes from the local authority.* So what happens is the local authority devises a scheme and applies to the central government, and gets approval and then gets the other 75% of funding from them.

Q What was this building before?

This was a secondary school. It was once upon a time a secondary school in itself and secondary schools were "comprehensive-ized" and made bigger and it became part of a secondary school and that secondary school now has a new building on the other side of the high road. They were still building schools at that stage. They were still putting these buildings up and then they realized the rolls were beginning to fall. Okay, we are housed here and a dozen other outfits are housed here, it has been quite useful in a way.

Of course, enrolments in our schools are falling, too. The school I am in, lost one class last year, and will lose another this year. The infant school next door, which is for four to seven-year olds has gone from, I believe, 13 classes to 5, during the last few years. People are

just beginning to think about how this is going to affect secondary schools also, but with much reluctance.

Q. What is happening to those teachers?

Well, the authority hoped and prayed for natural wastage, i.e., women teachers leaving to have children and that did happen to some extent. But, of course, most of them don't live in this borough, so that is not going to provide more candidates for our schools! A lot of teachers live in richer areas. There was some transfer of teachers to other schools. Technically, the authority has the right to transfer teachers, it is in all our contracts, but in practice, it has never happened before. People were invited to volunteer for transfer and then there was a sort of scramble to give them other jobs at the end of the year.

I believe it is in the contract that you cannot be fired unless you do something absolutely dreadful. In fact, this authority is considered fairly sympathetic to teachers. It is not the kind that has cut all its nursery classes or done anything else terribly dreadful. It is all being soft pedalled.

Q. It is by and large a "Labour" authority at the moment?

Yes.

Q. Are there authorities where they are in fact firing teachers? Are you aware of any such place?

I am not sure of the technical details. I know there have been authorities that say right, we will have no nursery classes next year, and things like that. Now what's happened to those teachers, I am afraid I am not sure. Oh, one thing I could say is in the latest budget, money has been allocated for employing a certain number of teacher, so that teacher unemployment is expected to ease slightly next year.

Q. What we have here is something like a teacher resource centre. Is that what it is?

No, because there is another place in this borough that is called a teacher centre which is mainly for meetings, whereas here, we can concentrate on teaching.

Q. When you were getting the tea, I noticed a poster there with the name: The National Association for Multiracial Education. You mentioned at one point that the members were primarily language teachers.

They were to begin with. Yes, it was definitely concerned with teaching English to non-speakers, and after a while people realized that this was only a part of our problems and that how we portray people from different racial groups and different cultural groups had to be dealt with as one.

Q. Do most teachers now belong to it?

No, it is quite a small organization. I think it is fair to say that most of the teachers in this particular centre either belong or are very sympathetic. But of the teacher body as a whole, it is a pretty small number.

Q. Are you aware of programs within any schools, the specific purpose of which is to promote or increase cross-cultural understanding?

Yes. There are a number of projects in ILEA. This is being treated seriously in ILEA now. A senior inspector went to New York, and looked around and came back and persuaded the Inner London Education Authority that we seriously needed to do something. He used the New York example as a sort of lever. He got Labour and Tory to agree that this was important and to say so publicly at a press conference. Now, that was a couple of years ago, and he says he doesn't think he could do that now and I am sure he is right. Politics have changed since then. But ILEA's taking it fairly seriously. We are not ILEA, we are one of the Outer London boroughs, but even here in this borough, a multicultural advisor has just been appointed. He is in charge of this centre among a number of other things. He has just started work this term. He is very concerned, rightly. I am sure, with not just providing special bits for particular groups but with affecting the curriculum for everybody. You know, the attitudes of the white kids are at least as vital as anybody else's attitudes.

Q. Do you know of any particular school that you think has some good project going? Are you aware of any that are really trying to implement multiculturalism within their curriculum?

I would not know what school to suggest, but I think if we asked around the other people who are in this afternoon, we will come up with something.

Q. When you are selecting teachers for program or when teachers are being selected for these programs, what are the criteria that they use for selection of teachers? Do you have any idea?

The advertisements usually specify language training. Sometimes people who have primary experience without the language training join the team and then do a part-time language course. Aberdeen Park which is the ILEA centre for open educational studies does a course which is very good. It lasts a year and you go for two evenings a week.

Q. You are looking for competence in the language in being able to teach English. Are you looking for any other personal qualities?

Oh yes. I think they are looking for *flexibility and open-mindedness*. We may have our opinions but it is no good going into the school and laying down the line too strongly. You have to feel your way.

Q. What sort of things are you looking for when you are choosing materials? This is something you must have discussed with teachers, I suppose. How to choose materials?

Yes, we are looking for illustrations that are multi-racial. We are looking for a range of stories that deal, yes, with people of different countries, but also what we feel there is a great need for is stories that deal with different kinds of groups living here. There has been actually a project that two teachers have done particularly on books about black people because this has seemed the biggest gap. You know thinking particularly in terms of the West Indian kids who are failing in our schools. They have gathered quite a bit of material together and have gone to some schools and talked about it with the teachers and left the books for the teachers to try and then come back later for a recap.

SCHOOLS COUNCIL EXAMINATIONS BULLETIN 21

CSE:
an experiment in
the oral examining
of chemistry

SCHOOLS COUNCIL WORKING PAPER 31

Immigrant children
in infant schools

SCHOOLS COUNCIL WORKING PAPER 36

Religious education
in secondary schools

- * The Schools Council publishes a series of informal, topical Working Papers; papers intended to stimulate discussion "so that all educators may bring their judgement and experience to bear on the current concerns of the Schools Council and contribute to its work. The Working Papers describe plans for curriculum development projects at their formative stages, when comment can be particularly helpful, report on conferences, or summarise findings and opinions on debated questions about the curriculum or examinations in schools."

Schools Council, Publications Section, 160 Great Portland Street, London, W1N 6LL

Q. Do you find within the schools that there are any racial problems between children or are the children growing up without problems?

There are racial problems all right, though a lot of teachers don't see that there are, will say that there are not. There has been a research project recently. The association that we were talking about earlier, the National Association for Multiracial Education was one of the two bodies that put it forward.

The research group made their report to the School's Council* but a big hunk from the beginning of their report is not being published by the School's Council because it is saying things like teachers underestimate the problem; teachers don't see that there are racial problems between kids; even in some cases, of course, there are teachers themselves who are racist. You know the School's Council would not accept this kind of thing for publication. We, as a profession, are bright and beautiful, etc. So, the first part of their report is being discarded. The rest will be published, but it is not out yet.

Q. How do you judge your effectiveness? Or how the children are doing? What criteria do you use? (Interruption from outside. First question never answered.)

We don't go great guns on objective tests because we don't think the objective tests exist that show what we want to know. We tend to use a description of language usage that is being worked out by a lady called Joan Tough. She has produced a lot of videos on communication skills which are to be used for teachers to view and discuss.

Q. Do you get those through your local authority?

Yes. Theoretically, she comes pretty close to implying that she agrees with Bernstein. I mean she does not talk in class terms. She does not talk about restricted code but it is pretty close to that and some of us actually disagree with the implication that kids have not got this or that ability. Some of us feel very strongly that it is a question of encouraging them to see that those abilities are relative to school and encouraging them to use certain kinds of language in the classroom. Anyway, whether it is a question of producing these kinds of language for the

* See p. 62

first time or whether it is a question of getting the kids to see that they are wanted in the classroom; *we look for a range of language uses like reporting, predicting, logical reasoning, and projecting.* We sometimes tape kids and analyze what they have said and we try and get more sensitive to what the kids are saying and see the kind of questions that we can put that will get them to the central point or get them to extend their thinking and so on.

Q. What nationalities of children do you primarily deal with? What is the percentage?

Nobody can give you figures. In the old days figures were collected on the assumption that anyone who had been here less than 10 years was an immigrant. Anybody who had been here 10 years and 1 day was not. People objected that using figures like that for working out what the language needs were, or for working out anything else, was pretty nonsensical. So that way of collecting figures was dropped and nothing so far has replaced it. People are now beginning to say that we must have figures. How can you decide what your needs are unless you have figures? Yes, there is a feeling that figures are needed but no consensus yet on how the figures are to be compiled.

The biggest single group here are Cypriots, Greek or Turkish speaking. There have been some Cypriot families here for a long time, since the early fifties and a lot more came when this past crisis arose. We also have Asian children from India, Bangladesh, Pakistan. Some children of Asian origin from East Africa. A sprinkling of Chinese, some Thais, Spanish, a few West Africans, occasionally a West Indian child who comes from a francophone island, and a lot of West Indian kids from anglophone islands. Another group I could mention are the Mauritians. This is a centre for Mauritians.

Q. What do you do about the child's own language, the mother tongue?

There is quite a strong feeling among groups like the National Association for Multiracial Education *that the children's own languages need a lot more recognition in school.* At the moment, what tends to happen is kids go to Saturday school or Friday school or whatever it is

and the languages have no place whatever within school. There are some teachers who do see the value of recognizing it in school. I think the classes where other languages are tolerated, even at the stage where the kids are only just beginning with English, will be fairly few and far between. On the whole, the attitude is we have got to have the kids learn English, and the way they will learn quickest is by not saying anything to them in any language other than English.

Q. The teacher to whom I was speaking yesterday had been sent by her authority to Greece. She was learning Greek in order to be able to communicate with this group within the school. This is rather unusual would you say?

Yes, there is a project going on in Bedford. The European Economic Community has laid down that mother tongue teaching be available for children from the other EEC countries, by 1981, or some date fairly soon. Their main reason for providing this is so that their migrant workers will remain migrant and can be chucked out fairly easily. However, in Britain, the feeling is that if you provide the right to people from EEC countries for Italian, French, German education, then you must logically provide the right to Urdu and Greek, etc. education. The project in Bedford is with Italian and Punjabi kids, and the teachers are going into infant classrooms and taking the kids for part of the day.

Q. Where are they getting these teachers? Are they qualified?

Yes, the ones I have met. Qualified in the British sense and they are Punjabi or Italian in origin. I think there might be problems in getting enough teachers if this is going to be extended on a national scale. Some teachers from immigrant groups don't want to specialize in teaching kids of their ethnic origin. They feel quite strongly that they have become British and they want to do the same job as everybody else.

Q. How did the National Union of Teachers react to large scale implementation?

Well, the possibility of admitting teachers who are not qualified in the British sense, I am sure would be fought tooth and nail . . . a non-starter. The very idea of teaching that is not in English would seem to most teachers very strange, and the reaction would be pretty hostile.

Q. Yes, I have found even to the teachers of French. I was talking to somebody else last evening who was having great difficulty because she had been trained elsewhere actually, so she was taught to teach French by an "immersion" method, by talking to the children in French, but she found that in the school she was at, she was expected to teach French in English.

Well, I hope she perseveres. That reminds me, yes, the double think that teachers make without being aware of it. I mean that they are giving instructions in English to kids who do not know English and yet they are expecting the kids to understand. It is amazing, isn't it? What does happen in some secondary schools here is that kids can take Greek or Urdu or Gujarati for "0" level. But it tends to be something very much on the side and arranged by the teacher of English as a Second Language rather than being part of the languages department. It is all very peripheral yet.

Q. So, I see that teachers of English as a Second Language tend to be the active people in schools.

Yes, I would not say the we are the only ones. There are some very committed teachers who are not language specialists. I went to the national conference of National Association for Multiracial Education. I would very much like to have known what proportion there were of language teachers and what were not, but we did not get a breakdown of the attendees. Certainly in our branch of NAME there are other teachers who are very committed. But they are a minority.

Q. How much do you see your program being affected if numbers continue to drop?

Most of our money comes from the central government. I think what we see as the main problem is not the numbers dropping but the complexion of the local authority. You see, you can only get Urban Aid money and central government money if the local authority applies for it. If the local authority does not think it is important, they don't bother, and the program will fold up. The initiative must be theirs.

Q. Do you have much of a hierarchy?

No, we don't have in the centre. We have the teacher in charge and we have the deputy. We have much less of a hierarchy than the people in schools. After the two at the top, among all the teachers, there are only two, one in the primary and one in the secondary team, who have Burnham Scale 3. The scales for teachers go from 1 to 4 and the beginners are 1. But in any primary school, of 12 teachers, at least 3 will be on scale 3. It is a small point, but we feel we are being exploited!

Q. Could I go back to a couple of things that we did not finish as I listened to a bit of tape there. You were talking about how you choose books and so on. Are you looking at such things as bias in textbooks? Do you have committees, or how are you handling that?

The National Association of Multiracial Education has done quite a bit. The London group had an exhibition, that has been shown here, on bias in textbooks. We don't actually have our own committee at the centre, although I think we have been quite aware of the problem and I think the head of the school library service in this borough is also quite aware of it.

Q. Do you have many complaints from parents that they have noticed bias in textbooks?

No, when I read books about education in the States, it seems to me that parents have a lot more power there than they do here. I don't know how similar your situation is with the States or whether it is more like ours.

Q. My impression has been in the last few days that in Britain, the bureaucracy in general is much more insulated or cocooned from the people. It seems to me, that in comparison, there is less accountability here.

There has been a report recently on how schools are managed or governed, The Taylor Report, and the people on the Taylor committee were concerned, although I should not say so, I think they were concerned very much with the *accountability* of headmasters. One of the things they have

been able to do is to give parents more clout. I think there are occasions when the concern of parents and other people in the community does get through. For instance, this multicultural advisor who has just started here. One of the things he is going to do is to have a team of teachers working on curriculum areas. I am thinking particularly of the needs of West Indian kids. I am sure that was partly because of the parliamentary select committee that pointed out that the West Indian kids just were not doing well enough. But partly it is because of concern expressed by Black leaders in this borough.

Q. Now another topic struck me which we did not quite finish. The question of racism and the racial incidents in school itself. You mentioned that you felt that many teachers did not want to admit that they exist.

Yes, the common attitude is children are all the same, we treat them the same.

Q. Are you aware of anyone who is doing anything in particular to ensure that there are no racial incidents in school?

Again, coming back to NAME. One of the things they are concerned about is not allowing National Front to hold meetings on school premises. There have been attacks on teachers, verbal attacks on teachers who have put forward the multicultural idea, organized by the National Front. There have also been one or two cases of physical attacks on teachers.

Q. Has the teachers' union done anything about that?

I think it is making nice noises. The research project that I told you about, the first part of which got squashed. The guy who ran the union and was on the panel in charge of the project squashed it. He came to the first and last meeting. I am a member of the union, but I am skeptical

Comprehensives 'are too similar to grammar schools'

THE biggest weakness of comprehensive schools is that the education they provide is still too similar in content to that of the grammar schools, said Mr Max Morris, chairman of the action committee of the National Union of Teachers, in an article in *The Times* on Tuesday.

He argued that secondary education had to make major changes to meet the demands and needs of an economy in which unemployment was a permanent feature.

What remained of the old selective system rendered secondary education as a whole less able to respond. "The sad fact is that the old system based on outworn conditions is still very much alive and kicking and able to dominate educational thinking in many respects."

With its 'division' of academic from

technical, it was not able to provide a full education nor to respond to technological change.

Reorganised schools now needed to make a big leap forwards in structure and content to make them more comprehensive.

Schools had to consider how the curriculum could be adjusted to the new pattern of unemployment and how they could play their part in safeguarding the morale of pupils who "no longer face the certainty of a career or even employment."

"The biggest problem is how to ensure in the content of the curriculum a basic understanding at all levels of this changed technological basis of our livelihoods with its demand for skilled and semi-skilled people to

the virtual exclusion of the unskilled."

A new look needed to be taken at link courses and work experience. Schools should provide a greater variety of these schemes and consider assisting in the Youth Opportunities Programme, he suggested.

They had to consider education for leisure in a society where many people would experience unemployment.

Mr Morris wondered whether the school leaving age should be raised again because of the rise of youth unemployment.

He accused the Department of Education and Science of stifling some hope of a new approach to the education of young people by its attitude to the Certificate of Extended Education.

Source: *The Teacher*, May 19, 1978.

2.7 A Deputy, and Headmistress (Vice-Principal) of an Inner London Comprehensive School

To start off with, this is a socially deprived area, socially and culturally deprived. Teachers and the school get special resources. Teachers get an extra allowance for working here, and the schools get extra resources in the way of money which we can spend for various things to compensate for social deprivation.

Now the children who actually come here. You have probably seen them just getting to the school. We have got highrise blocks of flats surrounding the school, and some of our children come from there. But there are many of our pupils who come from some distance away. The majority of our coloured West Indian immigrants come from north of here, and have to travel by bus to get here. We do draw our pupils from a large number of junior schools over the whole of the borough, but the trend of the last few years is to get fewer primary schools feeding us. More children from say, half a dozen of the nearest, it is a good trend. However, over most of the area from which we draw the housing situation is similar.

Actually in the time that I have been here, which has been about nine years, I have seen a change in the actual housing conditions, more highrise blocks have gone up and slums have been cleared. There were two very bad slum areas immediately adjacent to the school and now they have been cleared, but some of the housing in the immediate area is very bad indeed. The older council flats in the area form very poor housing conditions. Also the actual pupils, apart from the housing conditions, many of them have grave problems at home. Some of them come from one parent families. Some of them, one or the other parent is in prison, have been, are, and will be. Some of the pupils are in trouble, or have been, with the police. Others just find difficulty by various situations that they are in. For example, if they are in highrise flats, smallish flats, and there are seven or eight children in the family, which is not uncommon, the pupils have nowhere to do their homework and their studying for examinations. I have got a pupil, at the moment, who was not able to study during the Easter Holidays, although he is taking his "A" levels

this year, because there is nowhere for him to work. Normally he works in the local college but they were closed for the Easter Holidays. I asked him why didn't he go to the public library where there were places students often use. He said he cannot work there because tramps come in, sit opposite to him, talk and disturb him. That is so in this particular area, something you would not find probably in another area. There are disadvantages such as that.

You did mention that you wanted to know about the types of immigrants. Most of our immigrants would be West Indian, West Indian originally, although very many of them have been born in this country of West Indian parents. We have a few of many nationalities. We have some Greeks and Greek-Cypriots. We have some Turkish-Cypriots and Turks. We have some Chinese, an odd Italian. When they first come here, if they have no knowledge of English, we usually send them to the Borough Language Centre. If they have studied English and can use it to a certain degree, then we accept them straight away in our school language centre and what happens is that they have concentrated language tuition at either the Language Centre or our own centre or a combination of both for full-time until they can speak a little bit, so they don't feel completely cut off. We then gradually introduce them into their normal lessons. For instance, at first, they might go into a metalware group and learn to make something. It doesn't matter if they are girls or boys because all our girls do metalwork, woodwork, and our boys do cookery and there is no distinction sex-wise.

Q. Is this school what would normally be called a comprehensive school?

We are a comprehensive school of just over 800 pupils. We have fallen from 1,100 to 800 in about seven or eight years.

Q. Is your trend to continue to fall?

Yes.

Q. Have you lost any staff during this period? If yes, what happens to them?

Yes, in each year. Now we are being requested to lose a certain

number of staff. First of all, we do have what is called a special fund. We can use that fund to buy extra part-time staff. We, as a school, usually take up our maximum from the fund, and even apply to go slightly over our maximum. We use our A.U.R. (Alternative Use of Resources)* to buy extra staff because we feel that need is greater than any other. We have been able to step up the use of that fund for staff to help cushion any cuts. The authority has been very good to us. It gives us special cushioning, special money, a staff allowance to save us having to say, lose six staff at the end of a summer term. This has happened, they have given us special treatment - we have been able to keep, say, one extra teacher because we have got social, cultural difficulties in the area. We started setting up an integrated studies team in our first year, so they gave us an extra member of staff for that. In various ways we have been able to get or keep extra staff.

Q. Are these grants per capita funding or are they a lump sum?

These are funds the authority have allowed us in view of our special needs, and we have taken in the form of an extra member of staff.

Q. How did they decide how much money your particular school would be entitled to?

There is a special amount that the school will get but, in addition, each year the authority keeps and puts aside a certain amount for special cases or contingencies. Right now, they have set aside a particular special amount to cushion those schools that are in falling roll situations and likely to suffer drastically. For instance, if we had not had some cushioning, we would not have been able to keep our options open, our full scheme of options open in the fourth and fifth years leading to our external examinations. We would not have been able to keep our integrated studies team after our first year. We would have had to cut that because that is very generously staffed, and because it is a recent innovation, something new we are introducing. We would not have been able to keep our remedial department as well staffed as it is, and it helps pupils who need it, particularly in language. The other thing is our

* See p.51 for explanation.

natural wastage, it also helped to a certain extent. That is, for instance, if we have got a head of a department leaving, we cannot lose anyone else from that department because we are already short of staff in that department, we have had to advertise. But there are other areas where a teacher has left in normal circumstances, and we have just not replaced or we have replaced with a part-time teacher, which we are able to use because of the special funds.

Q. Do you have any teachers' aides or voluntary workers from the communities surrounding?

Yes, we are able to buy helpers and use them for extra office work, help with library, going on the coach, taking children to different places to play games and swimming. We can use extra staff who are not qualified teachers.

Q. If you had Turkish or Greek Cypriot children, would you be able to have an aide from that community who speaks their language?

Yes, we can appoint actual teachers of that language from their own country and teach the students here, but we have to use our ordinary funding that we can spend on part-time teachers. Unless we do actually what we have done and start next year by working with the evening institute based in this school, to have an evening school here. We have been in touch with the person-in-charge, and because of the immigrants in the area and the multi-cultural expansion that is going on, they put aside a special amount of money to help evening classes and we have got some of it to set up two classes next year. *They are counted as the evening classes, but they will be initially for pupils in our school and they will run for an hour and a half, twice a week. We have got Greek and Turkish. Because of my pushing it, I set up the first Greek class for Greeks and Cypriots in this school at the time of the troubles in Cyprus when many children and their parents had to get out, came to England and settled in this area. We had quite a number to come into the school. I was already learning modern Greek myself at the time, so I stepped up my interest in learning it, and took it seriously. I got a sabbatical leave from the authority to go to Greece to study the language, culture, religion, and conditions of schools. A grant from the Goldsmith Co. to help finance it.*

I was there just over a month. Unfortunately it was the time of the year when the schools were mostly closed because it was the autumn term, and they won't go back until October. Anyway, it was very useful. When I came back, I set up the class through the Greek consulate. They provided me with a teacher who came once a week and helped with class, and we ran it together. After she left, it took some time before I could get a replacement. After several visits with the consulate, I was given a teacher who did voluntary work. She was not paid by the Greek Government, but we could not afford to pay her because we had used up our allowance. She wanted to come for her pension rights. I did not understand it fully but her voluntary work would count towards her Greek pension rights. She came and she is still with us. This was three years ago and now at least we can pay her as an evening school clerk.

Q. The program was originated by you, you were the key person? Do you have any programs, for instance, that initiate with your Department of Education and Science? Where is the thrust for programming? Does it come from the I.L.E.A. or just from the school itself?

The Department of Education and Science often sends papers round as to what is being discussed, what suggestions have been made, or what was in the news. At I.L.E.A. too, they hold meetings, and have discussions. We have our own teacher centres where things are discussed and papers come round. At the moment, with this big thing on multi-cultural education, there are meetings, discussions, work papers coming round, what schools are doing, and so on. All are encouraging schools to do it. But in the end, it is up to the individual school, if they see a need in their particular school and want to do something specific. For instance, at our teacher centre locally, I know that they have sent a paper round wanting to find out exactly what every school is doing in the area in connection with multi-cultural or multi-racial courses in every department in the school.

Q. Do you know who is collecting all that information?

Well, for the I.L.E.A. itself, our Education Officer. There is also a lot of thought at the moment on the communities, and on community centres. This is all connected really, to see how our schools can be used for the good of the community. Schools are well equipped and they are not open

all day. It is a waste almost, all the equipment there could be used for the community after school hours.

Q. I assume that in the nine years you have been here, you have seen considerable changes, and probably you have changes in staff, and so on. Assuming you were hiring for this particular school, what sort of things are you looking for in teachers? What criteria would you use?

It has changed over the years. The sorts of things we were looking for from teachers when I first came here are different qualities from those we expect now because the school has changed so much. When I first came to this school, it was well known as a really tough school. When this school became a comprehensive school in its own right, it was an amalgamation of several establishments: an old central school, a school where they did needlecrafts and so on, and a technical school, all joined together to become this Comprehensive School. There were a lot of disciplinary difficulties for the first 10 years. Children resented mixing with other schools because they were schools that had probably had feuds going on for years and they were suddenly put together. There was also difficulty with different teachers having taught in different types of schools. It was the very early days when teachers were not aware of the needs and methods of schools other than those they were teaching in. For instance, teachers in technical colleges had no idea of what was expected of a secondary modern school teacher. Because of these situations, the discipline was very rough and had to be rather strict, and because it was strict, the children resented it. It was nothing to have chairs thrown out of windows and a lot of damage to be done to property. Over the years, this has improved. The improvement has happened, one, because the school has become settled and grown up. It has become a school in its own right. Two, *we have now got a very stable staff which has helped.* When I first came here, we had at least two if not three teachers in our math department who were just on the timetable as XYZ. They were just blanks to be covered by supply teachers, non-math specialists at that. They would just come in for a few months and then disappear. We could not get teachers, there was a shortage, particularly of math teachers. The science department was nearly as bad.

Now we have got a stable staff, people who have been here several years. In fact, our math and science departments were the last departments to become really stable and set, and we are only just beginning to see the benefits of the children having had stable teachers lower down in the school now.

With the increasing stability, we have gradually become more academic, with less problems, disciplinary ones, we have become able to push work more. The last couple of years, with our more stable staff, we have seen a rise in our standards of work and examinations which is promising. So now on recruiting teachers I should think we have a greater emphasis on replacing the staff with teachers who were academic, capable of "A" level work, who would look ahead and be adaptable and be aware of education outside the classroom as well as in, whereas we might very well not have thought of that side of a teacher earlier. When I first came here teachers were not expected to think education, as it were. We were happy with them if they could just do their subject, now we expect far more.

Q. Could you tell us something about the composition of your staff. Are they mainly sort of British born, indigenous?

No. We have two department heads who are coloured gentlemen. One, I think he is Indian, and the other is, I think, from Ceylon originally, but came from Africa. We have got two other members of staff, one from Nigeria. We have just lost one who was from the West Indies and we have got one from another, I don't know where he comes from, whether he is Indian or Pakistani. We have got another person who is from India in the math department. This is something I have never thought of, and I don't think of them as who they are.

Q. How many staff have you got for your 800 students?

Even that is difficult to answer because we have got about 60. But some of them are made up of part-time people, because we are only allowed to use our funds for buying part-time staff. We have the equivalent of a full-time teacher in two or maybe three part-time teachers. So although on our staff we have probably got as many as 75 teachers, it is only the equivalent of about 56. Next year, we are supposed to drop to an equivalent of 52.

Grants for pupils over 16 welcomed

THE National Union of Teachers has welcomed the Government's "belated conversion" to the important principle of mandatory grants for pupils who stay on at school or college past the statutory leaving age.

The new scheme, due to come into effect in September 1979 barring electoral changes, was announced in Parliament last Friday by the Education Secretary, Mrs Shirley Williams.

Although she left many basic questions unanswered, pending discussions with the local authority associations, the scheme is clearly intended to deflect mounting criticism over the plight of this age group. Legislation will be needed to bring it into operation.

The scheme is designed to encourage an extra 50,000 to 60,000 children a year to continue in full-time education after their 16th birthday, 10 per cent more than do so at present.

However, like the present system of discretionary educational allowances paid by some local authorities, the new scheme will be means tested and among the points to be discussed is whether the means test should channel substantial help to the poorest families or allow a wider number of less affluent families to benefit on a more modest scale.

A Union spokesman said: "While we welcome the Government's belated conversion to the important principle of mandatory grants, it is essential that students from poorer families should receive an award sufficient to place educational needs over financial considerations."

The Education Secretary elaborated on this at a press conference when she emphasised her concern to help the many bright children from poor families who were discouraged from the type of further education which could benefit both them and the nation.

Her department's latest survey had shown that only a quarter of the children from families earning less than £75 a week were staying on at school, against more than

half the children with a family income over £115.

She admitted that the overall picture compared badly with the record of other countries — only Ireland and Portugal out of the rest of Europe had staying-on rates lower than Britain's 29.9 per cent rate last year.

Critics have pointed to the discretionary award system which allows local authorities a free hand in deciding how much support individual pupils may receive. At present the system benefits fewer than 3 per cent of the 16 to 18-year-olds at school or college and the average award is only around £2.50 a week.

Another anomaly that can act as a disincentive to continued education is the amount of money available under the Government-backed Youth Opportunities Programme. School leavers who are unemployed for more than six weeks qualify for work experience or training courses for which they get paid £19.50 a week.

Even supplementary benefit, available to any unemployed young person attending a part-time educational course for up to three days a week, provides £11.50 a week. And neither of these benefits is means tested.

Mrs Williams said on Friday the Government could not afford to extend the YOP level of grant to all 16 to 18-year-olds since the cost would be over £1,000m. Nor was it likely to find the £350m necessary to pay everyone at supplementary benefit rates. But she refused to say what level she had in mind for the new scheme.

Other questions that remain unanswered include what the impact will be on the size of the teaching force; whether the money will go to the student or be paid to the mother, like the new £4 a week allowance due from next April for dependent children over 16; and whether some courses of study will qualify for higher awards.

The alternative suggestion, which Mrs Williams indicated

was being given consideration, was for the scale of awards to be biased towards certain "shortage" courses or areas of study the Government wished to see developed.

Miss Sue Slipman, president of the National Union of Students, welcomed the announcement this week.

It was a major breakthrough and the NUS would want to be involved in consultations before the final plans were announced. "Our major concern is that there should be grants for all students between 16 and 19 and not just those on particular courses the Government wants to push," she added.

The NUS wanted to co-operate with the unions to ensure that the proposals were carried out as soon as possible — irrespective of the result of any general election.

Multi-site schools row

ANOTHER education authority is rowing with Mrs Shirley Williams, the Education Secretary, over going comprehensive.

Gloucestershire County Council is refusing to re-organise its secondary schools before September 1981.

The council says it is peeved because Mrs Williams turned down two projects it wanted approved under her special aid programme for comprehensives.

Mr Richard Clark, the chief education officer, commented: "Mrs Williams is being inconsistent with us. She wants us to get on with reorganisation but won't give us the assistance we need to do the job properly."

The council insists that more money must be available to build single site school buildings for schools which are merging.

Cheltenham was supposed to have reorganised in 1979 and Gloucester in 1980. But to do this would have involved reorganising schools across as many as four sites each, said Mr Clark.

Q. I wonder what sort of changes, if any, have been made in your curriculum over these last few years to reflect the changing composition of your school?

We have changed our remedial department. When I first came here we had not a remedial department as such. In those days, we had "streaming" and then we had "banding", and then we developed mixed ability classes. That is one change over the years. When we first established a remedial department, it was in addition to remedial classes in each year. Then we changed it slightly and had withdrawn groups but still kept some remedial classes going. Now it is on an individual basis. We withdraw individually as the need arises and our improvements have been considerable. Our "reading ages" jump right up in the first year because we have a concentrated effort on reading in the first year. So we have changed that whole department.

We have changed our courses within some departments. First of all, at fourth and fifth year levels. Instead of having actual courses that the children drift into at the beginning of their fourth year, such as a commercial course, or a special leavers' course which means they are only going to stay until they can leave and then finish, and an examination course, we now have multi-option schemes whereby they can choose their subjects, subject by subject. It is vetted very carefully by tutors, teachers, and another deputy who is responsible for it, so that they make wise choices and they keep open their options for "A" level work by studying the right subjects, not dropping something they may need later on. But apart from that, they have a virtually free choice, within certain limits, but we keep the limits as open as possible. So that is definitely a change. Another one is that within, for instance, the English department, there are special courses which are linked to a Multicultural society. There are various schemes like this going on within the actual departments themselves. However, we also realize how important it is to change. With a view to this, the headmaster decided to review it six months ago with the department heads, of course, all the work that each department was doing, a real curriculum survey, a rethink throughout the school. This was just about to start, when the authority decided to do a *Sixteen Plus Survey*,

in the main, all the sixth form work in the borough. This was essential because of the falling rolls situation. We could not continue to offer without it being very expensive staff-wise, all the options that the schools were now offering to our sixth form. We had to drop our survey of the curriculum within the school and concentrate on the authority's review. But we are just about ready now to start on it, looking at our departments thoroughly and deeply to see how we can change them.

Q. So I suppose you may even end up with something like a sixth form Centre like some of the areas which already have?

Well, we don't want that as a school. We feel that we would rather liaise with other schools and centres than have an actual sixth form centre.

Q. But you have to program your sixth form timetables in the same way?

That's it, and we have already done that. Next year, we are changing our school day so that our school day fits in with another school which is a mile away from here, and with a college which is just across the way there, and also with another college. That timetable will enable us to use any or all of those centres, and in return, for those centres to use our sixth form for subjects if we only have one or two pupils wanting to take them. We are very lucky in this school that we have got a good number of students wanting to take "A" level subjects. When I am saying sixth form, I am talking "A" levels, because that is where the numbers are small. And we can offer around 14 or 15 subjects at "A" level to our pupils next year. What we do is to ask them what they want to do and then write out our timetable around their choices, so that they do have a free choice in "A" level.

Q. One of the things which has been suggested to us is that we should drop our grade 13 which is the equivalent of sixth form and that year should take place in university.

Yes, well, working on a sixth form centre theme. It certainly works in some areas and I can see the advantages. But when you have schools like ours with so many deprived pupils and so many problems in their home background, they tend to use their tutors as father figures, mother figures, and need great support which they get right through their school

life, in schools like this. At the very time when they are sixth formers and wanting to break away, they really need the security more than a change. They need the security of their father or mother figure and that kind of help which we can offer. Many of them would not stay on to sixth form work at all if they had to change. Some would like it.

Q. Can you tell me, not just on the question of bias, but also the question of the child's use of the text, the child's attitude toward the text, and so on, what sorts of criteria are you using when you are choosing texts for your school?

Well, that is rather difficult to say, because I don't choose texts, except within my own subject. The department heads choose their books and all I know is that department heads are particularly looking at this point in relation to a multi-cultural school, *to make sure that the texts are suitable for all the children regardless of their backgrounds*. I also know that our librarian chooses her books very carefully with this in view. For instance, we have a section which is foreign books, like Turkish books, Greek books, Arabic books, etc., so that those children can have books in their own language.

Q. Are you able to use the usual library funds for these purposes?

Yes, certainly. There is no restriction as far as I know. Even if it is difficult to order them through our educational suppliers, we are able to buy books in other ways. We are discouraged from doing so for general books because we don't get such a good discount, but there is nothing against us doing that if the need arises. I get my Greek books from a Greek publisher, and being with them for some time, I get 10% off now. On the other hand, because we have no Turkish teacher in the school, and nobody able to choose Turkish books wisely, we have come to a friendly arrangement with a Turkish book shop. They choose suitable books for the age ranges we describe. We have bought some of those books and have used normal library funds for that. Next year, when we have got our Turkish teacher, we will be able to choose more wisely.

What I was going to say earlier when I was talking about the Greek and Turkish class is the fact that we also plan to set up classes for

different Indian languages as well eventually. But we don't feel that there is any need at the moment. In other words, we want to give priority to the Greeks and Turks because they have no television and radio programs to help them, whereas there are programs for the Indians.

Q. I realize that there is a general climate and general atmosphere of acceptance which the school is promoting. Do you have anything specific which has as its general objective the increasing of inter-cultural understanding, or cross-cultural understanding with the school? Or some deliberate programming?

Yes, drama and music, although it is not quite such a highly developed department as we would like. We put on at least two plays or an equivalent per year. They are very much influenced by the different cultures. Our drama specialist is a very good man and we do a type of pantomime work at Christmas time and it is partly West Indian. Parts of other cultures come into it also. You know the West Indians managed to do their native dancing and their drumming, and other cultures crop up with it, doing different things that their countries do within the whole dramatic incident. In sport, of course, the different ones shine at different things. I cannot offhand think of any deliberate kind of programming. I would need more time to think.

The teacher who is in charge of the language centre, English as a foreign language for the immigrants, she tends to do specific things with them. She will take those who had just come here down to our country centre. There are children from Cyprus, for example, many of whom come from country areas where they lived a lot in the outdoors. Can you imagine how dramatic it is to come for a place like Cyprus, particularly if you have lived in a village, to be thrust into the middle of this particular area of London where they can never see a tree. The shock for the children must be really terrific. They tend to come into their own when they can go to a country home for a week's holiday.

Q. You have a country centre where you can take children for a week at a time? Do they come with their home room teacher or their tutor?

The head of house may go, a particular teacher may go, or a subject teacher, etc. We use the centre for anything we like, either for a

settlement like we did with immigrants, a mixed group of Greek, Turkish, and Indian children, or we will have it for a particular sports group. A sports group might go down to do some cross country walks, or mountain climbing. Our centre is in Kent. It is a very beautiful country home and it is for the use of schools in our borough. We can apply to use it when we like, and, in fact, I think I am right in saying that this school would use it more than any other school. Every school puts a certain amount towards the cost of it to build up a library, or have more equipment. The authority puts a lot as well. There is a permanent warden down there, but our own teachers take the groups down. However, we do use other centres for specialist work. There is another I.L.E.A. centre which is particularly suitable for field studies like biological and geographical field studies. We have some new hostels and special centres elsewhere if we want them for a specific purpose.

Q. How is the expense covered? Do students have to pay?

No, we have special funds. We expect, sometimes, that they can pay something towards it. If they are in need, then they don't have to pay anything. You can get grants from the welfare people to cover the expense fully if needed. Finance is not any hindrance to them going.

Q. Now if I could just get back a bit to declining enrolments. I wondered if you would care to project if you have to cut some options, supposing that enrolment declines to the extent that you must cut some options, what sorts of cuts would you make? What would be your first move?

Well, first of all, we would not make any move without discussing it fully with the staff concerned. In this particular school, we have full consultation with every member. We have what is called E.T., an executive team. It is comprised of the headmaster, two deputies, and the senior mistress. We have meetings, sometimes twice, or once every half term. It is usually an evening meeting with dinner at one of the houses and it goes on to the small hours of the morning, to discuss looking ahead, thinking ahead, in every respect in the school, as well as looking at the present. When we get our ideas, we will then discuss with the department head level, and then with the full staff. We will never stop 'til everyone has said what

they want to say. It goes right down to a full staff discussion of everything we do. We work under the theory that unless the whole staff want to do something, then it won't be a success. So we would do that to start.

Of course, it is very difficult to say what we would cut, because that is just what we are fighting, we should not have to cut anything. We say that just because a child comes to a school where there is a falling roll situation, it doesn't mean that the child should have less and less advantage than another child. We feel that really strongly, and that is why we built a case for extra cushioning where there are falling rolls.

2.8 Lecturer, Teacher Education, within a Polytechnic

Due to the declining numbers in teacher training, people like myself who used to be fully engrossed in it, now have our days differentiated tremendously. I can only give you the profile from my viewpoint. This college has changed from being a college of education to becoming one of the faculties within the Middlesex Polytechnic. This type of thing has happened throughout the country. I don't know how much you heard about it in Canada, but the whole teacher training has been through a period of decimation almost. Whole streams of these small colleges which sprang up after the war, all over the place, have all disappeared except for one or two odd exceptions. They've either been absorbed into the Polytechnics, absorbed into universities or, in some cases where they were really big, they've been allowed to establish an even stronger autonomy and to become colleges of higher education in their own right. But that's meant they've also had to go outside teacher training into other areas of higher education. So there's been that sort of complete close-down due to the nature of declining enrolments.

Q. Did you have great unemployment of people from the teacher education colleges or were they all reabsorbed?

I really can't give you accurate figures. There was an awful lot of concern and this still goes on. Here nobody was redundant. They were all absorbed. I believe in some areas quite a few have been found positions in the schools or in other colleges, colleges of further education, and so on. In a few cases there's been early retirement but this has not involved many. More often than not there's been sort of a realignment of people, moving them about and so on. But there's been a lot of fear. A great deal of fear.

Q. Approximately how many student teachers would you have had in your heyday?

On this site here, I think in our bigger times we must have had a thousand or more students; it could have been a few hundred more than that when we take into account smaller, shortened courses. We had shortened day courses for married ladies which went on a long time, a few hours a day. We had one year conversion courses and so on.

Q. And about how many students would you have now?

Now our intake is - well our main source of teacher training now is our B.Ed. degree. Before, as you probably know we had the certificate, which is a three-year certificate with the possibility, for about 15 to 50% of the elite, to go on to do a further year to gain the B.Ed. of London University. When we came under the Polytechnic, the validation of all courses had to change away from university to validation by the CNAA, Committee for National Academic Awards. It's actually the Polytechnic's validating themselves in the long run. It's a body in London, but the actual validating boards that come round when you are putting the course up are drawn from other Polytechnics, so it is self-validation; it's outside the universities. The Polytechnic system is much more answerable, of course, to local authorities and then to DES* than the universities ever are. So our validation had to change to CNAA, all courses. The certificate was abandoned, I think most of them are now. Obviously we have moved then toward a graduate profession, something which had been talked about for years.

Q. So now would they have four years and get a B.Ed., is that it?

They do three years for a basic degree with a further fourth year for their honour degree. But our intake now is limited by the DES. Each college has a quota now so they keep control on the numbers being trained, and we are down to an intake of about 120 students a year. There are still one or two other conversion courses. We have a course for changing people with industrial experience, converting them in a year to trained craft teachers, because there is a shortage. There's also still some shortage of maths teachers, not quite so much. And I believe I'm right in saying there is still some shortage of DS teachers, domestic science. So there are shortages in those areas and we have one or two of these shortened courses for that.

Q. What about the job situation? How many of your graduates are still getting jobs?

Well I think last year, it's very difficult to get absolute feedback because you rely on the students willing to do it, but I think we did get something like 70 or 80% with jobs last year, eventually. We changed our

* Department of Education and Science.

career office from dealing wholly with teaching jobs, to a sort of wide open higher education career office, showing them other careers they can go into, and other situations. But I think it's very difficult to be accurate about that.

Q. Would you say that economically, in Britain, you've passed your lowest point now and are on the upswing again? Are you?

Yes. I think it has probably steadied out considerably now. But you see the trouble is that the statistics change, even government published statistics seem to change sort of six-monthly. I mean this whole thing was sprung on us within a few months. You know it came with a national demand still going on for teachers, jobs all across the country. And suddenly within a matter of a few months we were told we'd got to cut teacher education in half, and the jobs all seemed to dry up overnight, and it was almost like a demography department had been shutting their eyes for ten years and suddenly woke up to what had happened. It was an unbelievable happening really. I am very tempted to talk of ignorance and inefficiency in all sorts of areas, but it certainly was quite a stunning overnight happening, this business, and it's still there.

Q. I noticed in the newspaper today, in the Daily Telegraph I think it was, that Coventry teachers had agreed to the hiring of 116 more teachers. Now could you explain that to me? Do the teachers actually have a say in how many teachers are to be hired in the community?

Well, I would have thought that's pretty optimistic. But there certainly are formal structures within each local education authority whereby employees in the profession at all levels have some access to policy making. The chief education officer holds committee policy making meetings on which even assistant teachers, I say even, but they are probably the most valuable people...but you know, right the way down the stratification, will actually sit on that. But on the other hand, if you talk to the average teacher in the school, he's probably not at all aware of this. Or even if he is, he would just smile it off as quite ineffective. But that's probably quite true of all democratic structures.

Q. What had occurred to me though was that probably that means that in Coventry for instance, rolls are not falling, they are actually expanding. Why would that be?

Well, that could be the case, but it could also be the other case. As you know the LEA has a budget to spend on education. And when they have to cut back what is an inadequate budget, as it invariably is, there's the decision to be made, on what is money to be spent, where are the cuts to be? So you find a great variation throughout the country. Some counties have seen inservice education as extremely valuable, not to be dropped, at all costs. They still have got to make cuts, so the tendencies are, you go in the school and you find the teachers haven't any paper, or the paints have practically run out. Their cuts have been in materials. But those same counties are still sending teachers on a year's secondment. Essex, for instance, this year sent me three teachers on a one-year secondment, whereas other authorities aren't giving any secondment at all at the moment, because they see it as more important to give the money in other directions. Now some areas may see it more important to increase the staff ratio, and spend the money on so many more teachers' salaries, and to cut right back on secondment for inservice and materials. You see my sort of argument, it's very much a local decision, the way the budget's going to be divided up.

Q. So Essex actually sent you, you say, they sent you teachers on secondment. In other words, those teachers were on leave for the year to get further inservice?

I mean the teachers make the choice. They want to go, but the point is Essex then gave them the secondment, whereas other authorities, Hertfordshire, for instance, haven't given any secondment to anyone, as far as I know, for two years.

Q. What about my third question? Is there any recognition given in teacher training to the fact that this is a multicultural society?

It's interesting, that one, because it's been buzzing around our faculty board, and all courses have been asked about it recently. In the *Green Paper* that came out it was one of the questions that was fired at all institutions: *Are you giving adequate provision to this aspect?* Nobody quite knew.

What actual provision for multicultural education have we got? I would say completely inadequate in B.Ed. And it's one of my little hobby horses in the faculty boards and so on. There are a couple of other people sort of constantly pressing for more to be included. Every time a degree course runs for four years it comes up for further validation and assessment, and then it can change its curriculum structure if it wants to. Ours is due for revision in about two years and I'm very concerned that much more provision for multicultural should be built in. At the moment, really, there's only a very small option which hardly anyone takes. However, one could argue that there's an awful lot of emphasis on such items as slow learners, under-achievers; the question of language is dealt with pretty thoroughly in all its aspects; so there are some borderline activities - but that's still - I'm not trying to wriggle out of it, none of it really is adequate. What I'm arguing for, to other people, is that we should have a core. Ours is a modular degree with three parts which students take. Two of them are completely optional, but everyone takes the A1 which is basically educational theory, the social sciences; it's based on topics. What I'm arguing for, amongst others, is that A1 should be oriented in its thematic content toward multicultural urban society, so that multicultural aspects are not options. It should not be looked upon as something funny that happens down the road; it's a basic part of our society. This is absolutely imperative. I've got a little cottage down in Cornwall. In Cornwall, there are very few immigrants. If you see a black man walk down the road as I did this Easter, everyone turns and looks at him. It's still almost a sort of pre-war situation, and yet if you talk to Cornish people about racial problems, they are the most prejudiced, and, I use the word intentionally, bigoted; you hear incredibly reactionary statements. Many teachers, when you talk to them, argue, "Oh it's not my problem, I teach up in Potter's Bar and we haven't many immigrants." Even if you haven't any immigrants, you are still teaching children. The question is still absolutely relevant. Everyone's open to the media. Multiculturalism should be a subject that is absolutely part of the whole educational process. Whether we'll win I don't know, it may still become an option in the course, which would be tragic.

Q. Do you see much in the way of multicultural materials for use in schools?

The library contains quite a lot of the ethnic content material which is available. There's a very good supply of this. We have a very useful centre which is down in Haringey. It's part of a very old school and it's run by a couple of lecturers who refused to move when all this reshuffle was going on. And somehow they talked the director into keeping it in the borough, because it's right in the middle of an urban immigrant area. A very interesting chap runs it. He is dedicated to real sort of nitty gritty urban education with the kids. We have access there to a very relevant environment and a colleague of mine is going to operate his class at least a third of the year down there, at that site. He is one lecturer who actually does bring in a great number of questions on multiculturalism into his urban education topic. There again, there are some.

Q. On my first day here I was rather 'snubbed' I think is the word, for using the word multiculturalism. I was told in a rather pompous tone that in Britain one doesn't talk of multiculturalism, one may occasionally speak of urban education, but if one really wants to identify problems one talks about class, because immigrants don't have the wrong coloured skin, it's just some of them are not the right class.

That's a very interesting sociological argument. There's a sort of very definite theoretical school within the study of multiculturalism that will claim just more or less what you've said, that most aspects which are manifested as the colour of someone's skin or their culture are actually an economic class-based problem. This is a school of thought. I think it has a lot of mileage, but it never quite covers all the problems; you are still left with lots of things unanswered. Certainly it's rather pompous to come out with that sort of statement. If you are offending someone with a label well one tries to find another label. Occasionally people want you to talk of multi-ethnic or something like that.

We also run an inservice B.Ed. program within which we have a small multicultural unit going. The inservice B.Ed. is for teachers who have

been teaching at least three years, some of them perhaps ten or twelve, and are certificate qualified, who wish to convert to a degree. And they come either an afternoon and evening or two evenings a week for three and a half years to get an honours degree, an honours B.Ed. Now that again has a compulsory core of education studies but it has four options which are not subject oriented; they are thematic oriented, i.e. one is *literacy*, the other is in the area of *slow-learning children*, the other is *child development*, and one is the *multicultural option*. And on that I have got eight or nine teachers. It started in February for the first time. We had written up a very comprehensive course which is accepted by CNAA. And I could talk to you later a little bit about the content which might interest you. You know you may well disagree because this is one approach to the subject. It's very debatable.

Q. If you were looking for, supposing you were out as a director of education, or a chief education officer, and you were actually choosing teachers to work in those areas, what sorts of characteristics do you think you'd be looking for? What sorts of criteria would you use?

Well, I suppose really, assuming one's got the chance to know them in more than a superficial interview situation, one would want people who have no prejudice. We were talking earlier of the person who sees their own culture as the elite. They may not even see it elite, but see it as all-precious for all time. And therefore, although they may not actually have prejudice against other groups, let's give them the benefit of the doubt, they would still be, I think, inadequate in a multicultural situation. However, you'd want more than that, you'd want people who could perceive the richness of a total world. Often I do some lectures on the sociology of art. One of the main things I try to discuss is - in this thing we call modern art - rather ridiculous term anyway, but let's say the art of this century - a painter is no longer really operating in an English cultural tradition when painting, he or she is operating in a universal tradition. I can have a paleolithic painting in front of me, a facsimile; I can have an Abyssinian manuscript, I can have a figurine from somewhere else. Time, space, has gone, the cultural thing. Now to get back to your question.

I would want someone who could perceive the potential of that sort of approach to the world.

Q. Yesterday I spoke to a principal who himself is a black Trinidadian and we discussed this question of criteria for teachers. He told me he was looking for a librarian. The LEA phoned and said they were sending somebody out to see him but thought he ought to know that she was a white South African. He said "My first thought was she'll never do here!" You see he was prejudging her! Anyway, he let his better instincts take over and he agreed to interview her. As he talked to her, he realized what a receptive woman she was. She said to him things like "I know I'll be slipping, I'll be saying the wrong things, but I'll be trying". He told me that after he had walked round the school with that woman he thought, "She's the person for here". It had been a lesson for him to realize that his first reaction had been, "It won't be any use interviewing a white South African." In other words, he was operating prejudice in reverse.

Yes. I was at a lecture of Amnesty not long ago. The journalist who recently ran away from South Africa, what's his name, he was a friend of Steve Biko, and his wife was there. Now there's a South African woman, of course, who is liberal and understanding and not just a sort of name liberal, with a depth of understanding of the whole situation. It's incredible.

Q. Right. And after all, by and large, we have never really had to defend our opinions anywhere where the defence of an opinion was going to cost us anything. I think the people who have held on to opinion in the face of political pressure and prison and so on, have a quality that really, I don't think that I personally can match. It's very easy to be very liberal in one's approach when it costs absolutely nothing.

My diploma course, the one I've run for a year as course leader, is for language development in primary school. One year, two students said to me, "Peter, we've worked out there's a hundred and twenty years teaching experience here." It was said half as a joke, I forget what it was apropos of, but it has always stuck in my mind. When you are sitting there in front of a group of school teachers, there's an awful lot of knowledge out there

which you haven't got. When you come to the multicultural situation especially, a lot of these folks, while I go in the schools only now and again, they are dealing with the problem every day and have actually got an insight into it which I haven't got. One's got to be aware of this and somehow one's actual role is different because of it.

Q. I talked to another principal who said that in his particular school he found things were going downhill for a while. They'd had some great conference about it and what they realized was that they were operating a sort of reverse prejudice. They were allowing any youngster who had a skin of any other colour but white to get away with murder within the school. Everyone was afraid of saying anything for fear of being accused of being a racist.

They brought some parents in and had some discussions about standards. They asked the parents what sort of standards they thought were appropriate in the school and together developed a code. Things had improved ever since. He realized that there is always this danger of discrimination in reverse.

And of course with all due respect, children are pretty wise little characters, they are not above using it by any means.

Q. When you are choosing materials, what kinds of materials are you using?

Well, shall I first tell you a little bit about this option, because I still think it hasn't been proved that it's no good, so I still believe in it. Since the expectations and the aim was that we were trying to get people in a position to examine their own beliefs, I was going to use the word prejudices, that may be too strong a word, to be able to examine their attitudes. Now this is a very difficult thing for all of us. We need time, we need to be able to divorce ourselves from situations and get back from them to do it.

One of my arguments is that perhaps we shouldn't always see multiculturalism as a problem, perhaps we should see it as an enrichment. I mean that may be the very first step one should take. Nevertheless, the starting point of interest and stimulus is the school curriculum and the kids coming

to it. My feeling about the course was that we should start way back from that, get right away from it and then come back to it as the course progressed. There is a problem with this procedure and that's the problem of motivation and relevance. If teachers are teachers, they want to do their jobs better. They are expecting their education course to help them do the job better. If you go waffling straight off into abstractions, you've got the problem of losing them. Being aware of that, nevertheless, we still design the course more or less like this. Our first semester deals with such very broad background topics as *colonialism, under-development of countries of the world, the economics of capitalism*, and so on, and slowly, towards the end of the semester, we come close to *immigration to the U.K.* (We have a very interesting addition that forced its way in, which was never on the course, and that's the Gypsies. Because somehow the Gypsy council heard we'd got this course, and sent us a communication demanding to know if they were in the course. If not, why not? So we promptly invited them to send a speaker and beamed in on a seminar on the Gypsies, but that's an aside.

Anyway, he was dead keen to come, Dr. Kendrick, he's the one and only, I think, in the country. He's coming and bringing a film and then we'll fire out with some student papers and so on. That's built in.)

This semester, as I say, starts very broad on a sort of international basis. One can only give an introduction to and open up a few areas, but nevertheless we thought it important. I'm still firmly convinced if one's looking at this thing called *prejudice, conflict*, or whatever it may be, you've got to look at the historic line to see where it originated. *The next semester beams in somewhat more on individuals and looks at more psychological factors.* That is, psychology of prejudice, actual social interaction between individuals, this is the type of theoretical content. But at the same time, in an empirical way, we are beginning to look at some of the programs in government papers and policies for understanding.

Then we come to an important item, *a complete semester on language.* This is already dealt with quite a bit in the core course because of its obvious importance right across education, so we will be extending this,

the social aspects of language, the actual semantic aspects of language, common factors between languages, creation of reality, knowledge of language, and so on. Looking too at practical language programs which are in action at the moment, assessing them. At times like this, more and more of the teachers' own background is going to come in and they'll contribute, because they are the practitioners. We have a religious studies department here with a few people in it, they can contribute in some ways, and the art, well I can do some of it. But it suddenly occurred to me last week that there is a slight tragedy with this departmentalizing too much. We've been doing colonialism as background to our attitudes and so on, and to gain some insight into colonial people's minds, if one can ever do that. It suddenly occurred to me that some understanding comes if one looks at the poetry of Africa and the West Indies. West Indian poetry is quite good because it tends to be in the same language. At that point I decided it would be good to type some of these poems out and let the students have them. They showed the contrasts of life style. There's a beautiful poem which gives a great insight into being a West Indian worker on the underground, still longing for Jamaica in some ways, while admitting some advantages, then comparing that with the poem of the chap who was working as a dock labourer in Jamaica, and looking at these crazy tourists and saying, well now, do you think you are really getting an insight into Jamaica? It's that sort of thing. So, therefore, sometimes when one designs a course with itemizing things, you lose something.

The last semester is all important. We are then back from where we started with some multicultural curriculum, and we're looking very much at the actual school situation. We hope to draw upon the students, their own experiences, what programs they've used, what materials they've used, what success they've had, and so on. That's roughly the design of the course. Now many people, as I've said, argued at first that it wouldn't be relevant in the beginning, that they would be fed up before we got back to practical curriculum if it started so abstract. I don't think that has happened. We are about half-way through the first semester and they still seem quite keen. And we explained the way it was going to be before they started, just as I have to you, so they had no misconceptions. I think this helped them.

Q. So your basic underlying assumption I suppose is that unless they understand some of the history and background to the colonialism, to the exploitation of various peoples, they can really have no idea of how their own attitudes developed. Do you not find that it's such news to people, that racial prejudice is such a new phenomenon in terms of man's history? It was certain French and German writers of a century or so ago who originated this myth of the superiority of certain races. They really formulated most of the attitudes prevalent today.

Yes. It's very interesting that some of the more recent histories of Africa completely turn the tables. You find that when the Portuguese actually made contact with the first African kingdoms, they were developed to a fairly high degree of sophistication in the world at that time, with bureaucratic structures, organized legal procedures and so on. They met them as equals and you find that black kings went back to Portuguese courts and were received with honour. It was only with the slave trade that you got to the decimation of Africa and the whole scene changes. And then more recently, inadequate, backward societies begin to appear. If one realizes what has contributed, I won't definitely say determined, but what has contributed towards this backward development, in view of the whole nation's development, then one has a slightly different viewpoint. Perhaps, I don't know, one's always working slightly in the dark.

Q. It was interesting to realize at one point in my reading that in countries where the men went exploring alone they tended to intermarry, and there tended to be no prejudices whatsoever. But even in those countries, the moment you reached the stage where men were coming accompanied by their wives and so on that then you got the beginnings of the prejudice and you might almost say, that it was the white woman's way of preserving her own status.

Well, yes, but I'm quick to see that there's another way of looking at that in the fact that the man would already be viewing the woman as a sort of second-class citizen anyway at that time. And so whether she was a black second-class citizen or a white one perhaps wouldn't make so much

difference to him. But it did to the white wife.

Q. You are quite right. Yes. And I mean it's the same really now. Who is showing the greatest prejudice? It's those people whose economic livelihood is the most threatened.

Or appears most threatened. And the whole National Front thing, which is becoming somewhat stronger here, is very quick to trade on this item.

Q. Yes. You must be the fifth person who has mentioned the National Front to me. Could you explain to me what it is?

It calls itself a political party, and I suppose it is. It's a sort of pick-up of the pre-war Moseley fascist party. Its political thought is so extreme it can only be thought of as a fascist group. It's a rather nebulous organization with different people with different views, but it's certainly a fascist style organization. Its main way of attracting following is very similar to Hitler's almost - is to develop a scapegoat for all problems. In Hitler's case it was mainly the Jews, as it was with Moseley. In the case of the National Front it tends to be the coloured immigrant who becomes the scapegoat. By developing a scapegoat, you take your eye off the real problem: take your eye off the economic problems, shortages, political distribution. You focus it on a minority group. That's one attraction. The other attraction is, the easiest way to influence people is under an emotional conflict situation, against the minority. And so this is the way it trades. And other than very naive, jingoistic, nationalistic slogans, it's not much better than that. "Let us protect the glorious Britain which we all love and keep it pure from infiltration by these other groups who are stealing the jobs, stealing the houses." It's all emotional, non-rational type of things. But recently, the tragedy of it is, it's been growing. There was a terrible program on television the other night about the rise of naziism in Germany, that's maybe a side issue. But it's growing in this country. The main thing so horrifying to educationists is that the group is aiming at school children, and they've been infiltrating the schools with lots of pamphlets; meeting the children at school gates and distributing the pamphlets. In fact, about six months ago, I was quite horrified

when I got out of the tube at Oxford Circus and heard a loudspeaker going and looked across at a National Front chap speaking on the corner with about a dozen youngsters, who couldn't have been more than fourteen or fifteen, all sitting round at his feet. So the reason you've heard about it, I think, is this more recent concern that they're aiming at the young. Now what's interesting - and heartening, is that this has brought forth quite a response. What's come into being - and this is from my son, 16 on Saturday, is an outfit called SCAN, School Children Against Naziism, and another one called the Anti-Nazi League, which is an adult organization. They are publishing their own pamphlets and putting them into schools and I've got one of those outside I'll show you. So this is where the recent interest has arisen.

Q. Actually it was mentioned to me by one school teacher who said that one of the things that they were most concerned about was that the National Front had been meeting in their school. You mean that they can use the schools for this activity?

Well, strictly speaking they've no right to. They've tried to, but they've no right to.

Q. But is it legal for them, for instance, to hire a school building to hold a meeting?

That's the difficult part. I think you'll find the hiring of school buildings again goes back to headmaster's autonomy. In fact someone was debating this the other day about whether you can actually have a political party in the school. I'm not too sure of my facts. What I can say is whereas in many areas it's O.K., Labour Party, Conservative Party, Liberal Party, a bit dodgy with the Communist Party, but still it will be seen as part of the liberal democratic process and therefore has the right to hire a school hall. The Nazi party is under this question: Are they to be acknowledged as a political party? Assuming the headmaster has the autonomy to hire his school out for political parties, there would still be the question of the National Front.

Q. Now when your teachers go out on their practice teaching weeks. I assume they get some practice teaching here? Do they go mainly into inner London or outside the city, or where?

I think there's a fair mixture, but they either go into inner or greater London. Just a few go north from here, into the much more well-off areas. The majority go either to greater London or inner London and a lot do go to places like Haringey and Tottenham.

Q. I may be on shaky grounds here because I can't remember whether or not it was you that was talking, that sometimes you go up to Doncaster?

Yes. I do. And that's because that's Alec Clegg's old area and there are some good practices to observe. Then there's another chap, Schiller, who had an impact on education. And what you find is that many of his old pupils have become headmasters or advisors in certain parts of the country and that sort of ideology has tended to evolve there and have a terrific impact. And that's so in Oxfordshire. So we tend to go over there for four days.

Q. So you go to Oxfordshire and Yorkshire. Are either of those areas areas where in fact enrolment is declining?

Yes. Certainly both of them have signs of it at the primary level. But Oxfordshire more so I think than Doncaster. Being an industrial area it still has mobile workers coming into it.

Q. Well, now what I'd like to establish is what happens if it is found necessary to close a school. Is such a thing done?

Yes. It's being done. In greater London. ILEA have had until now a program of *non-closure, non-redundancy*. Really, just allowing the thing to happen and improving constantly staff-student ratio. This has been their aim, to maintain their staff. How long they carry on for just depends whether we have reached a stable point or not. Other areas haven't done this, when a school gets too small they decide to close and then normally

the policy is to redistribute staff somehow within the local authority. As far as I know that's - I don't know about the country but I haven't yet heard of real, actual redundancies. There may be some. But what it's meant in many authorities is, of course, they don't take in any new students because they are just trying to take up the slack. But again it's very much a local authority affair. How they work it out.

Q. That's why I just asked you about two areas that you know reasonably well.

I can give you one anecdote. When one visits schools, as a neutral outsider, so often the head takes you in his room, shuts the door, and pours all these tales out to you. You know it's a bit like the captain of a ship - it can be very embarrassing but I try to take interest anyway. I remember this one in Oxfordshire last year. Nice chap, very nice school. He was really in a terrible state. He'd got too many staff, and they were a very integrated team, primary school, about 70 staff, and they had been together for many years. He'd wangled it somehow, and put it off once, and now he definitely had the deadline from the local authorities, that he must tell someone to move, *not to be sacked, but just to move*. This, of course, could create almost as many difficulties, married people and so on. I remember he was really in a very bad state trying to pluck up courage - trying to even make the decision. It had very much thrown him in that case. And that was just to tell someone to relocate!

Q. How do the local parents react when they are told that a school is to be closed? Does it hit the local newspaper?

I don't know. I can't think of recent occurrences of this happening. But near where I live, St.Alban's, there's been two small secondary schools in villages which under the rationalization which has gone on in the last few years for making bigger comprehensives have been threatened with closure over the last five or six years, and they've both made great headlines in the local papers: Parents marching with banners and children marching with banners saying "Save our school," and all this sort of ritual. And it's worked. One of them is closing now, after about five years. But the protests worked, definitely. One of the schools is still going. But that's not

really related much to more recent happenings, such as declining enrolments; that was in the past under the comprehensive rationalization scheme.

Q. Now what about areas like Doncaster and Oxfordshire, would they have as high a proportion of immigrants?

No. Surprisingly few, hardly any in Oxfordshire would be found. Very few in Doncaster considering the type there. It's fairly industrial and there's a mining area. But I think you'll find in the mines there aren't that many immigrant workers. And so though there is a small language centre, which is a very interesting one because it was started as a voluntary activity, not a language centre, a multicultural centre, an immigrant centre, started by one of these, what we are given to understand are typically English elderly ladies, who saw it as a necessary need. It was started years ago by her in an old house, became more and more well known and more and more important, among quite a small group of immigrants, because there aren't that many. Eventually it was taken over and sort of made official by the local authority who gave her a grant and gave her an assistant.

Q. I've already surveyed all the programs that were supposedly in operation in the States, at the time that the federal government there was liberally funding multicultural programs, some years ago actually. And I have surveyed all the people who were mentioned in their list. A number of them have written back saying that they were operating programs when the federal money was available but now they've stopped. At least three states have sent me back their program guides and so on, and they look quite promising. Are you aware of any here?

Of course England has always been the opposite extreme. Nobody writes anything down. It's all sort of wandering around vaguely in people's heads. Only since the polytechnics have come into being, which is an American concept, part of it anyway, the structure, that we've had these validating boards, where you have to write a course and be prepared to argue it through the various levels of validation before you are actually allowed to run it. This has forced us to start, we still moan about it and hate it, to write everything down and be prepared to defend it in debate. Which is what the American system does right the way through, and probably much too much detail from my point of view. I mean we go the opposite way, or have done

in the past. You can never find anything out. Everything's sort of waffling around in someone's head.

Q. One tends to start to wonder whether anyone is literate!

Yes. Well, I think that's a fair comment. I remember years ago, in Nigeria, and I'd been out there about three years and in those sorts of turnovers at that time one had become almost a veteran at three years. The Ford Foundation gave 13 million pounds to help education in Nigeria. They shipped out a whole team, from Wisconsin University, of educational experts, about twelve of these people, and just dumped them on our college, right in the middle of the bush, in northern Nigeria. They even had the use of an aeroplane for inter-college visits, so you can imagine the sort of difficulty between us and them. To start with, they had been used to living well, pretty well, but in a different way. That's not the point I'm getting to. Two of them, I would have thought, knew quite a lot about education. They were older people, who had taught for a number of years and were qualified. The majority were youngsters who hadn't taught more than about six months, if that; just got their Master's, and were trying to do some work for Ph.D.'s, so we were very skeptical of them. Nevertheless, they were very nice lads and I had a lot of fun with them and we were good friends. I was in the college one day walking around. I was actually in charge of the Art Department, although we all did some English teaching; since it was our indigenous language, it was considered a duty. As I was walking along, I remember Phil, he was a delightful American lad, and he came up to me, and said "Excuse me Peter", very politely, "but where do they keep all the student profiles?" So I sort of looked at him, you know, and looked all round, thinking like mad, you see. And then he saw my slight lack of comprehension, and he said, "You know, their reading abilities and their I.Q. tests, and so on." And so then I said, "Oh, well, I know John tried to give a reading test to a group six months ago. If you go and see him, he might have something." It was only when I got to know them better, and to know more about the American system and so on, that I realized the absolute gulf between us. These poor lads didn't really know where to start without these profiles because their whole teaching had been geared to this sort of input testing, progression type of system.

I wouldn't say they didn't know where to start, but you know, there was obviously a great loss there, and a great loss for us because we couldn't understand their need.

Q. If I can just refer back to that unit that you mentioned on art and religion. I was given to understand by one of the conversations I had in the school that the "World Religions" course is seen by many of the schools as one vehicle through which they can achieve some kind of cross-cultural understanding. Is that your perception too?

Well, I think perhaps if I step back once. When I had to take over this course - I got it landed on me at first, and became interested afterwards. But I had to do it from my own background because I had no other way of doing it. So the thing does have a sociological bias. And this is why I more or less left out religion at first, it seemed such a sort of mythical thing. I'd get into deep water if I try to justify why. Anyway I left it out at first. But later on I began to see more clearly as the design of the course progressed. I began to read more and understand the thing a little more, the importance of it. You see the difficulty is, although one can see the importance perhaps between Pakistanis and Indians, it's far from as clear. I'm not going to say they don't have a religious background which may differ from ours to some extent, but I think the importance of the religious element is far less. And if you're dealing with colour prejudice amongst kids who were born in Birmingham 15 years ago but have a coloured skin and are aligning themselves with a black group, I'm not sure how far religion helps you there. I mean there are limitations to it. This is not to say it's not important. In the recent colour supplement two weeks ago there was a very useful article on the Rastafarians in Jamaica. Now that seems to me very important to look at. In actual fact, as a side issue, in class the other night, we had a look at it and it was quite fascinating. One of the teachers there had been in Jamaica for years with her husband as a vicar, and was there when Haile Selassie arrived on the plane and all the Rastafarians turned out from all their strange places to greet him. So she was a lovely person

to have there while we were discussing. And someone else had spent a year in Jamaica. Its all important to look at that, as a religious political movement, it seems to me. And that is relevant to the West Indians.

PART 3

ENGLAND - GREEN PAPER, 1977

3.1 *Green Paper, 1977*

PROPOSALS AND RECOMMENDATIONS

.1 During the past ten years major changes of organisation and practice have taken place in our schools. Primary schools have adopted approaches to early education reflecting a better understanding of children's growth and development; a fundamental reorganisation of secondary schools is largely complete—more than three-quarters of secondary pupils are now in comprehensive schools. The Secretaries of State believe that the process of comprehensive reorganisation must be completed in order that secondary education, as discussed in this Green Paper, shall be equally available to children over the full range of ability. Local education authorities, teachers and the churches have together striven to make these changes: much has been accomplished. Now we must look for a period of stability in organisation and improvement in educational standards. This is the common thread running through the proposals that follow.

.2 The education system in England and Wales depends on a partnership between the Education Departments, the local education authorities and the teachers (paragraphs 1.14–1.15).

.3 It is an essential ingredient of this partnership that schools should be accountable for their performance: accountable to the local education authority—and those who elect it—as part of the public system of education; accountable through the school governors and managers to the local community that they serve. The Taylor Committee were required to examine the relationship between school governors and the local community as part of their study of school government. The Secretaries of State look forward to widespread discussion of the Committee's report which is to be published later this year (paragraphs 1.14–1.15).

.4 Special help must be given to children who are disadvantaged by social, environmental or other handicaps. This may require positive discrimination in the use of resources, as in the recently announced policy for the inner cities (paragraph 1.13).

Curriculum

.5 The design and management of the school curriculum play a central part in determining what is achieved by our schools. Much enlightened and intelligent development has taken place, but existing practice needs to be reviewed as a preliminary to defining a new framework.

.6 The Secretaries of State propose a review of curricular arrangements, to be carried out by local education authorities in their own areas in consultation with their teachers. This review will precede consultations on the nature of any advice which might be issued to local education authorities on curricular matters (paragraphs 2.19–2.22).

.7 They will in the light of the review seek to establish a broad agreement with their partners in the education service on a framework for the curriculum,

and on whether part of the curriculum should be protected because there are aims common to all schools and pupils at certain stages. These aims must include the achievement of basic literacy and numeracy at the primary stage (paragraphs 2.3, 2.19).

.8 As an element of this review the Secretaries of State propose that local education authorities should examine and report on their existing practices in relation to records of pupils' progress (paragraph 3.20).

.9 In addition to their responsibility for the academic curriculum, schools must prepare their pupils for the transition to adult and working life. Young people need to be equipped with a basic understanding of the functioning of our democratic political system, of the mixed economy and the industrial activities, especially manufacturing, which create our national wealth (paragraphs 2.14-2.16, 7.4, 8.1).

.10 The traditional division of labour between men and women is rapidly breaking down. The curriculum should reflect this by educating boys and girls according to their needs and capacities as individuals and not according to sexual stereotypes. Care must be taken to see that girls do not, by subject choice, limit their career opportunities. Both sexes should learn how to cope with domestic tasks and with parenthood (paragraphs 1.10, 2.17, 8.4).

.11 Our society is a multicultural, multiracial one, and the curriculum should reflect a sympathetic understanding of the different cultures and races that now make up our society. We also live in a complex, interdependent world, and many of our problems in Britain require international solutions. The curriculum should therefore reflect our need to know about and understand other countries (paragraphs 1.10-1.12).

.12 In Wales local education authorities should formulate clear policies for Welsh language in their schools. The curriculum review proposals in this paper should cover this aspect in Wales (paragraph 2.28).

.13 The Secretary of State for Wales is considering requests from several bodies for specific grants to be made towards the cost of bilingual education (paragraph 2.29).

.14 Nursery education should be more closely co-ordinated with other provision for the under-fives, especially where children suffer from disadvantaged backgrounds. The Department of Education and Science and the Department of Health and Social Security hope shortly to issue a joint circular on this matter (paragraph 2.31).

Standards and Assessment

.15 There must be a coherent and soundly-based means of assessment for individual pupils, for schools and for the educational system as a whole.

.16 The professional competence and knowledge of teachers are of prime importance in assessing individual pupils. The Education Departments will encourage the development of diagnostic tests to help them in this task and it

is hoped they will be widely used by schools and authorities; greater consistency of practice can only be beneficial (paragraph 3.9).

.17 Local education authorities need to be able to assess the relative performance of individual schools taking account of examination and test results, reports by inspectors and advisers, and self-assessment by the schools. But "league tables" based on examination or standardised test results in isolation can be seriously misleading (paragraph 3.7).

.18 Tests suitable for the monitoring of pupils' performance on a broader base by local education authorities are likely to come out of the work of the Assessment of Performance Unit (APU). Here again there will be advantage in greater consistency. The APU is concentrating at present on the development of tests suitable for national monitoring in English language, mathematics and science. It will embark on a programme of national assessment of the school system in 1978 (paragraphs 3.6, 3.10).

.19 Local experiments in the provision of leaving certificates for pupils will be kept under review. The Secretaries of State will consider the possibility of commissioning a national study (paragraph 3.13).

.20 The Secretaries of State are studying the Schools Council's proposals for changes in the examinations normally taken at 16+. The Secretaries of State will discuss with the Schools Council the possibility of fitting exploratory work on a "grouped certificate" into their current programme. There is no intention of abandoning single-subject examining (paragraphs 3.14-3.18).

.21 The Secretaries of State reject the idea that rigid and uniform national tests should be applied to all children at certain ages (paragraph 3.11).

Transition between schools

.22 Substantial problems can occur at the point of transition between primary and secondary schools and when families move from one area to another. The difficulties can be reduced by:

- (a) regular contacts between the teachers concerned;
- (b) co-ordination of primary and secondary school curricula and of assessment procedures;
- (c) good record-keeping practices.

This whole problem needs the urgent attention of local education authorities (paragraphs 4.1-4.2, 3.8, 3.19).

Special needs of minority groups

.23 An enquiry into education policy towards ethnic minorities is under consideration. Interested organisations are being invited to give their views on statistical monitoring as a basis for positive policies towards equalising opportunities and on encouraging young people from the ethnic minority groups to enter teaching (paragraph 5.2).

.24 The Warnock Committee will give close attention to the question of integrating handicapped children into ordinary schools (paragraph 5.5).

Teachers

.25 It is upon the supply of good teachers in adequate numbers that the strength of the education system must rest. There is no hope of implementing successfully the proposals in this paper without the full understanding and support of the teaching profession. The key to the quality of the profession lies in standards of recruitment, in training and in career development: it is upon these aspects that this section therefore concentrates.

.26 It remains the intention of the Secretaries of State to secure further improvements in school staffing standards as soon as economic conditions allow (paragraph 6.8).

.27 The aim of the Secretary of State is that there should be as soon as possible a graduate entry into the teaching profession; the existing Certificate courses should be phased out and the normal minimum entrance qualification for B Ed courses should be 2 A levels. Entrants to such courses should also have qualifications at a minimum of GCE O level grade C or CSE grade 1 in English and mathematics or should otherwise satisfy the institution concerned and its validating body of numeracy and literacy to the equivalent level (paragraph 6.11).

.28 The Secretary of State believes that wherever possible preference should be given to applicants for teacher education courses who have had some employment outside the world of education. She has particularly in mind mature students and those who belong to the ethnic minorities. She is consulting the Advisory Committee on the Supply and Training of Teachers (ACSTT) on what special measures might be necessary to ensure that these categories of potential teachers have adequate opportunities to qualify themselves for entry to teacher-training courses (paragraphs 6.12-6.13).

.29 The Secretary of State considers that more attention should be given in initial teacher training to the national importance of industry and commerce, to helping them in their responsibility for conveying this to their pupils, to the need for children to be taught about participating in a democratic society, and to preparation for teaching in a multiracial society (paragraphs 6.13-6.14).

.30 To reinforce the professional aspects of teacher education, the Secretary of State:

- (a) would like to see many more exchanges of teachers between schools and colleges;
- (b) proposes to foster the growth of a network of centres of scholarship and professional expertise within the teacher training system (paragraph 6.16).

.31 The Secretary of State intends to consult the local authority and teachers' associations on measures to improve induction training, and hence the professional competence of teachers at the early stages of their career (paragraph 6.21).

.32 The Government's expenditure plans, which are of course subject to annual review, envisage increasing financial provision for in-service training.

They assume an increase in the number of full-time equivalent teachers released for in-service and induction training from 4,500 in 1977 to 18,500 in 1981 (paragraph 6.25).

.33 The Secretary of State considers that each local education authority should establish advisory machinery to develop programmes of in-service education and training for teachers. She will herself put forward any proposals for regional or national level organisation of courses when the Working Group on the Management of Higher Education has reported (paragraphs 6.27, 6.28).

.34 In the longer term, in-service training is an activity which might be considered appropriate for specific grants if the scope of such grants were to be widened (paragraph 6.31).

.35 After consultation with ACSTT, the Government are instituting a 10% sample survey this autumn of secondary school teachers, which will indicate among other things how their time is divided between teaching and other duties (paragraph 6.33).

.36 The Secretary of State believes that senior and experienced teachers should devote as much time as possible to teaching (paragraph 6.33).

.37 Local education authorities should develop more systematic approaches to the recruitment, career development, training and deployment of their teachers; and should consider whether their present arrangements are such as to secure the best appointments to headships (paragraphs 6.33–6.34).

.38 Regulations now in preparation under the Superannuation Act 1972 are intended to facilitate the early retirement of teachers aged 50 or over on redundancy, or where this would be in the interests of the education service. Other aspects of teachers' conditions of service may need to be reviewed in order to promote the more flexible and effective deployment of teachers in the interests of the schools and their pupils: the impact of falling school rolls will add weight to the study of these problems (paragraphs 6.39, 6.40).

School and working life

.39 Local education authorities, schools and industry must work much more closely together. There are already some admirable schemes—national and local—in operation, but more needs to be done and it is clear that great scope for improvement exists, particularly for local initiatives.

.40 Consideration should be given to the appointment of people with experience in management and trades unions as governors of schools. Schools and firms should establish links at local level (paragraph 7.4).

.41 Industry, the trades unions and commerce should be involved in curriculum planning processes (paragraph 7.4).

.42 Full use should be made of the contribution industry and the trades unions can make to careers education and improved understanding of productive industry. Work experience and work observation, properly related to school programmes, have a valuable part to play (paragraph 7.4).

•43 Close liaison between schools and higher and further education establishments is valuable. Where appropriate pupils should have the opportunity of taking part in linked courses. All school pupils should have the opportunity to visit the local further education college, and should be given information before leaving school about courses available there (paragraph 7.4).

•44 Careers education and the Careers Advisory Service have important contributions to make to improving arrangements for the transition from school to work. Schools may need to adjust their priorities to make room in the curriculum for careers education for all pupils from not later than the age of 13 (paragraphs 7.7-7.8).

Schools and the community

•45 There is an increasing emphasis on the need for schools to become open to the community. Parents, industry and commerce should be aware of what the education system and individual schools are trying to achieve. Many schools have made successful efforts to involve the local community in their activities, and to make school facilities, including buildings and playing fields, available for community use. Local education authorities should seek to spread good practice to all their schools (paragraphs 8.1-8.2, 8.8).

•46 The report of the Taylor Committee on school government will cover relationships between parents and individual schools (paragraph 8.8).

•47 A Circular will be published later this year setting out the information that should be available to all parents about schools. Schools should encourage parental involvement, including encouraging parents' comments on the schools their children attend (paragraph 8.8).

PART 4

GERMANY - GENERAL

4.1 Background

During the 1960s West Germany's growing demand for workers was solved, reasonably it then seemed, by importing foreign labour, primarily from Greece, Turkey and Yugoslavia. By 1973 as many as 2½ million foreign workers kept the factories humming. The government encouraged this flow of workers by giving family allowances to the individual worker whether his children came with him or remained behind in Turkey or Greece or wherever.

The economic troubles of the 1970s changed the government's perspective. Faced with the Arab oil boycott and other disturbances in the world economy, difficult to manage, it was clear that if unemployment among native Germans was not to rise to unacceptable proportions, that it would be necessary to reduce the number of foreign workers in the country.

This reduction was accomplished in a number of ways including: not renewing expiring work contracts, and sending home all those employed under their terms; giving foreign workers under contract a premium if they would agree to leave the country earlier; and stopping the family allowance for children in the homeland. By the mid 1970s, West Germany had reduced by 750,000 the number of foreign workers, but unemployment among native Germans continued to rise, reaching the level of 5.2% in early 1978. On the basis of this fact alone, it behooves the government to stress the temporary nature of the sojourn of the workers and their families. (Coombs and Merritt, 1978.)^{*}

Nordrhein Westfalen encompasses the Land (province) of the industrial heartland of West Germany. Comparable in natural wealth with Ontario, it has long been an area attractive to immigrants who have easily acquired work and money in its mines and factories. Although neither the country nor the province officially welcomes the foreign workers as immigrants, it is a matter of record that a very high proportion do stay, raising children who feel more at home in Germany than the homeland, yet truly at home nowhere.

In 1976, 17% of all live births in the Federal Republic were to guest-worker families (Statistisches Bundesamt 1976:97). *Without these*

* Coombs, Fred S. and Richard L. Merritt, *Policy Dilemmas in the Education of Minority Children: Comparisons from West Europe*. University of Illinois at Urbana-Champaign: Paper presented to the American Educational Research Association, Toronto, 1978.

108,000 births, Germany would have experienced an absolute population decline. In Frankfurt and Berlin, one of two and one of three births respectively are to guest-worker families. (Rist, 1978).*

It is against this background that the provincial minister of education for Nordrhein Westfalen issued in September 1976, a booklet of projections on teacher needs and supply, *Lehrerbedarf und lehrerbestand 1960-1990*. In the foreword the minister sets a pleasantly philosophical tone for future action. In drawing the attention of all "the political and social powers responsible for shaping our life's relationships" to the booklet, he expresses concern that they will manage to find, before it is too late, some ways of *keeping open for a whole generation a fair chance at a life's vocation* (that of teaching).

* Rist, Ray C., "On the Education of Guestworker Children in Germany: A Comparative Study of Policies and Programs in Bavaria and Berlin." College of Human Ecology, Cornell University, 1978. Paper presented to the American Educational Research Association, Toronto, 1978.

4.2 Statistics

All the following statistics pertain to the Land (province) of Nordrhein Westfalen only.

Table 4.21

PUPILS BY SCHOOL TYPE 1960-1995

	1960	1965	1970	1975	1980	1985	1990	1995
1	2	3	4	5	6	7	8	9
Elementary	(904 512)	(1 007 302)	1 071 127	1 106 894	762 700	682 100	715 300	742 500
Intermediate	(567 585)	(549 494)	646 057	653 439	632 400	434 900	380 800	400 800
Total El. & Int.	1 472 097	1 556 796	1 717 184	1 760 333	1 395 100	1 117 000	1 096 100	1 143 300
Special	48 766	65 020	107 871	122 239	99 500	79 600	77 800	81 200
Technical	111 980	159 061	242 725	310 477	342 300	241 400	203 000	212 700
Gymnasia	233 231	269 042	392 008	554 518	621 300	489 600	378 600	377 600
Comprehensive	-	-	5 424	25 514	55 200	65 900	66 000	66 000
Voc. Elementary ¹	-	-	652	8 709	88 000	70 000	52 000	52 000
Vocational	495 748	546 248	480 698	456 776	429 000	360 800	267 800	267 700
Voc. Trade School ²	27 493	38 656	51 715	85 068	99 700	84 500	62 700	62 700
Trade High School	18 203	18 703	37 281	39 460	43 400	36 700	27 300	27 300
Trade School	21 232	17 930	21 460	21 100	21 700	18 700	13 700	13 600
Total all Voc. type schools	562 676	621 537	591 806	611 113	681 800	570 700	423 500	423 300
Total: All Schools	2 428 750	2 671 456	3 057 018	3 384 194	3 195 200	2 564 200	2 245 000	2 304 100

1. Including Vocational Preparatory Year

2. 1960 and 1965 Vocational Building School

Source: Lehrerberdarf und Lehrerbstand and den Schulen des Landes Nordrhein-Westfalen 1960-1995

Table 4.22 PUPILS BY SCHOOL DIVISION 1960-1995

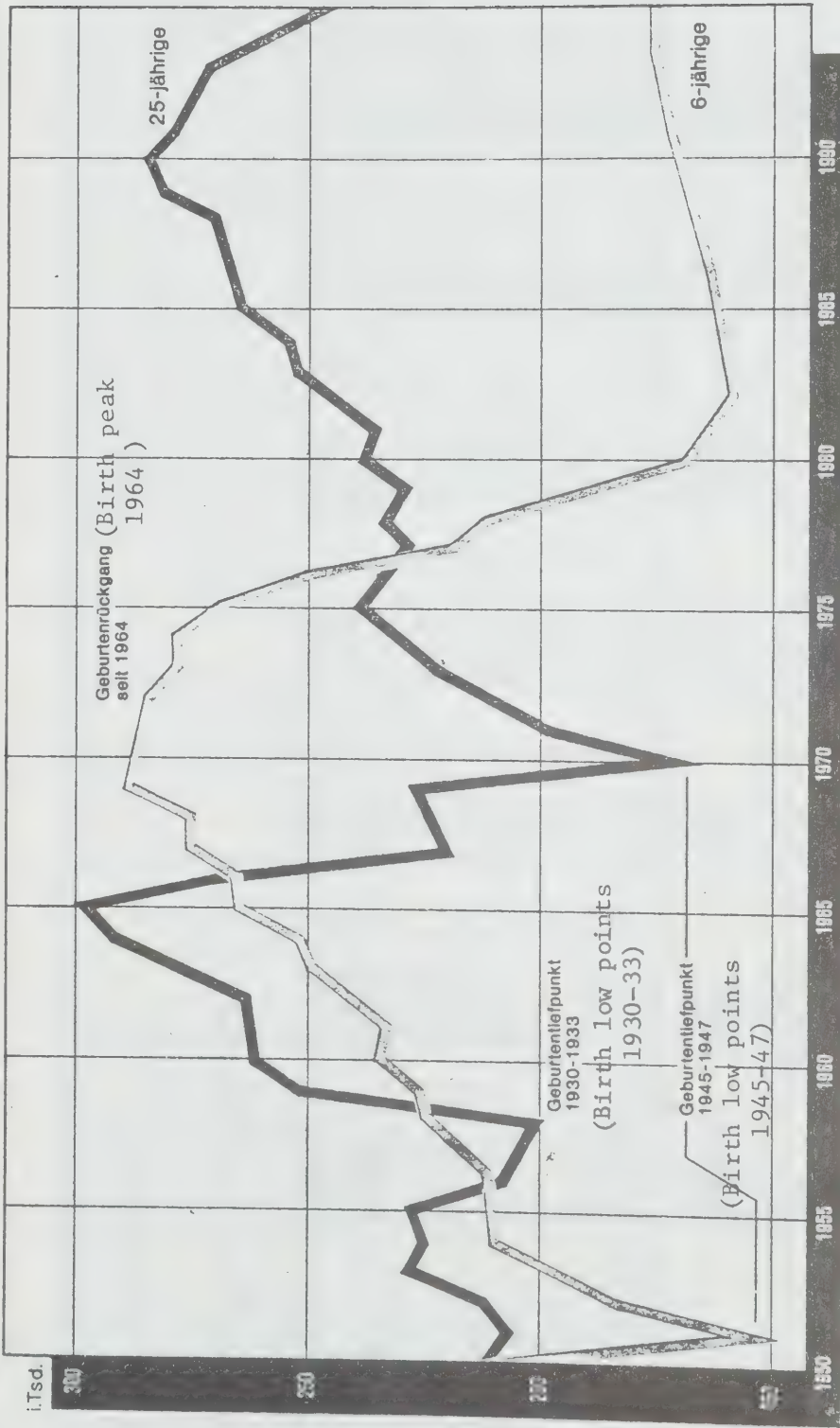
	1960	1965	1970	1975	1980	1985	1990	1995
1	2	3	4	5	6	7	8	9
PRIMARY	904 512	1 007 302	1 071 127	1 106 894	762 700	682 100	715 300	742 500
Intermediate	567 585	549 494	646 057	653 439	632 400	434 900	380 800	400 800
Technical	111 980	159 061	242 725	310 477	342 300	241 400	203 000	212 700
Gymnasias	180 972	216 825	304 547	402 899	421 500	298 100	252 000	264 100
Comprehensive	-	-	5 248	24 116	47 400	52 100	52 100	52 100
5-10								
SECONDARY I	860 537	925 380	1 198 577	1 390 931	1 443 600	1 026 500	887 900	929 700
Gymnasias	52 259	52 217	87 461	151 619	199 800	191 500	126 600	113 500
Comprehensive	-	-	176	1 398	7 800	13 800	13 900	13 900
Gr. 11-13	-	-	652	8 709	88 000	70 000	52 000	52 000
Voc. Elementary	-	-	51 715	85 068	99 700	84 500	62 700	62 700
Voc. Trade School	27 493	38 656	37 281	39 460	43 400	36 700	27 300	27 300
Trade High School	18 203	18 703	21 460	21 100	21 700	18 700	13 700	13 600
Trade School	21 232	17 930	198 745	307 334	460 400	415 200	296 200	283 000
Full-time School	119 187	127 506	480 698	458 776	429 000	360 800	267 800	267 700
Part-time Voc.	495 748	546 248						
SECONDARY II	614 935	673 754	679 443	764 130	889 400	776 000	564 000	550 700
Special School	48 766	65 020	107 871	122 239	99 500	79 600	77 800	81 200
Total: All Schools	2 428 750	2 671 456	3 057 018	3 384 194	3 195 200	2 564 200	2 245 000	2 304 100

1. Including Vocational Preparatory Year

2. 1960 and 1965 Vocational Building School

Source: Ibid, pp. 86-87.

6-jährige und 25-jährige in Nordrhein-Westfalen 6 YEAR OLDS AND 25 YEAR OLDS IN NORDRHEIN-WESTFALIN



Source: Ibid, p.15.

Table 4.23

TEACHERS NEEDED BY SCHOOL TYPE, 1960-95

1	1960	1965	1970	1975	1980	1985	1990	1995
2	3	4	5	6	7	8	9	
Elementary	(20 234)	(24 183)	30 235	35 454	29 900	36 500	38 200	39 600
Intermediate	(17 470)	(18 580)	25 007	28 310	27 700	24 400	21 400	22 500
Total: El. & Int.	37 704	42 763	55 242	63 764	57 600	60 900	59 600	62 100
Special	2 680	4 196	8 603	12 427	10 300	9 800	9 600	10 000
Technical	4 941	6 849	11 043	14 011	15 300	13 500	11 300	11 800
Gymnasias	12 894	15 578	22 709	32 683	36 700	33 300	25 300	24 900
Comprehensive	-	-	309	1 731	4 100	5 700	5 700	5 700
Vocational El. 1	-	-	-	525	5 700	6 400	4 800	4 800
Vocational	8 561	9 419	8 511	9 793	9 600	9 900	7 400	7 400
Vocational Trade 2	1 821	2 522	3 452	5 976	7 300	7 700	5 700	5 700
Trade High School	719	739	1 451	2 169	2 500	2 600	1 900	1 900
Trade School	1 346	1 137	1 304	1 426	1 500	1 700	1 200	1 200
Total Voc. type Schools	12 447	13 817	14 718	19 889	26 600	28 300	21 000	21 000
Total: All Schools	70 666	83 203	112 624	144 505	150 600	151 500	132 500	135 500

1. Including Preparatory Vocational Year.

2. 1970-1965 Vocational Building School

Source: Ibid, pp. 88-89.

Table 4.24

TEACHERS NEEDED BY SCHOOL DIVISION, 1960-95

	1960	1965	1970	1975	1980	1985	1990	1995
1	2	3	4	5	6	7	8	9
PRIMARY	-	-	30 235	35 454	29 900	36 500	38 200	39 600
Elementary	-	-	25 007	28 310	27 700	24 400	21 400	22 500
Technical	-	-	11 043	14 011	15 300	13 500	11 300	11 800
Gymnasias	-	-	15 420	19 945	20 700	16 700	14 100	14 800
Comprehensive } gr 5-10	-	-	293	1 588	3 100	3 900	3 900	3 900
SECONDARY I	-	-	51 763	63 854	66 800	58 500	50 700	53 000
Gymnasias } gr. Comprehensive } 11-13	-	-	7 289	12 738	16 000	16 600	11 200	10 100
Voc. Elementary } 1	-	-	16	143	1 000	1 800	1 800	1 800
Voc. Trade School } 2	-	-	-	525	5 700	6 400	4 800	4 800
Trade High School	-	-	3 452	5 976	7 300	7 700	5 700	5 700
Trade School	-	-	1 451	2 169	2 500	2 600	1 900	1 900
Full-Time School	-	-	1 304	1 426	1 500	1 700	1 200	1 200
Part-Time Voc.	-	-	13 512	22 977	34 000	36 800	26 600	25 500
	-	-	8 511	9 793	9 600	9 900	7 400	7 400
SECONDARY II	-	-	22 023	32 770	43 600	46 700	34 000	32 900
Special	-	-	8 603	12 427	10 300	9 800	9 600	10 000
Total: All Schools	-	-	112 624	144 505	150 600	151 500	132 500	135 500

1. Including Preparatory Vocational Year.

2. 1960-1965 Vocational Building School.

Source: Ibid, pp. 88-89.

Table 4.25

TEACHER NEEDS, SUPPLY, SHORTAGES & SURPLUSES
BY SCHOOL TYPE 1975-1990

YEAR	School type	Needs(1)	Supply(2)	Shortage - (3) Surplus +	Needs(4)	Supply(5)	Shortage - (6) Surplus +	YEAR
1975	Elementary	35,454	34,955	-499	36,500	36,200	-300	1985
	Intermediate	28,310	26,085	-2,225	24,400	47,300	+22,900	
	Special	12,427	9,793	-2,634	9,800	16,750	+6,950	
	Technical	14,011	12,220	-1,791	13,500	20,750	+7,250	
	Gymnasias	32,683	24,351	-8,332	33,300	57,000	+23,700	
	Vocational	19,889	14,025	-5,864	28,300	28,300	-	
	Totals	142,774	121,429	-21,345	145,800	206,300	+60,500	
1980	Elementary	29,900	37,400	+7,500	38,200	38,600	+400	1990
	Intermediate	27,700	34,300	+7,600	21,400	61,800	+40,400	
	Special	10,300	12,150	+1,850	9,600	22,450	+12,850	
	Technical	15,300	15,900	+600	11,300	27,200	+15,900	
	Gymnasias	36,700	37,300	+600	25,300	79,600	+54,300	
	Vocational	26,600	19,150	-7,450	21,000	39,050	+18,050	
	Totals	146,500	157,200	+10,700	126,800	268,700	+141,900	

Source: Ibid, p. 48-49.

Table 4.26

INTERMEDIATE COMMERCIAL AND VOCATIONAL TEACHERS
(Percentage Error in Previous Projections)

	1974			1975			Zum Vergleich: Hauptamtlich und hauptberuflich besetzte Stellen	
	Voraus- berech- nete Werte in Heft 24	Tatsäch- liche Werte	Abwei- chung in v. H.	Voraus- berech- nete Werte in Heft 24	Tatsäch- liche Werte	Abwei- chung in v. H.	1974	1975
1	2	3	4	5	6	7	8	9
Elementary & Intermediate	57 000	58 223	- 2,1	58 800	61 040	- 3,7	54 713	57 375
Special	8 800	8 905	- 1,0	9 650	9 793	- 1,5	8 661	9 525
Technical	11 600	11 493	+ 0,9	12 450	12 220	+ 1,9	10 721	11 462
Gymnasium	22 800	22 924	- 0,5	24 800	24 351	+ 1,8	21 347	22 523

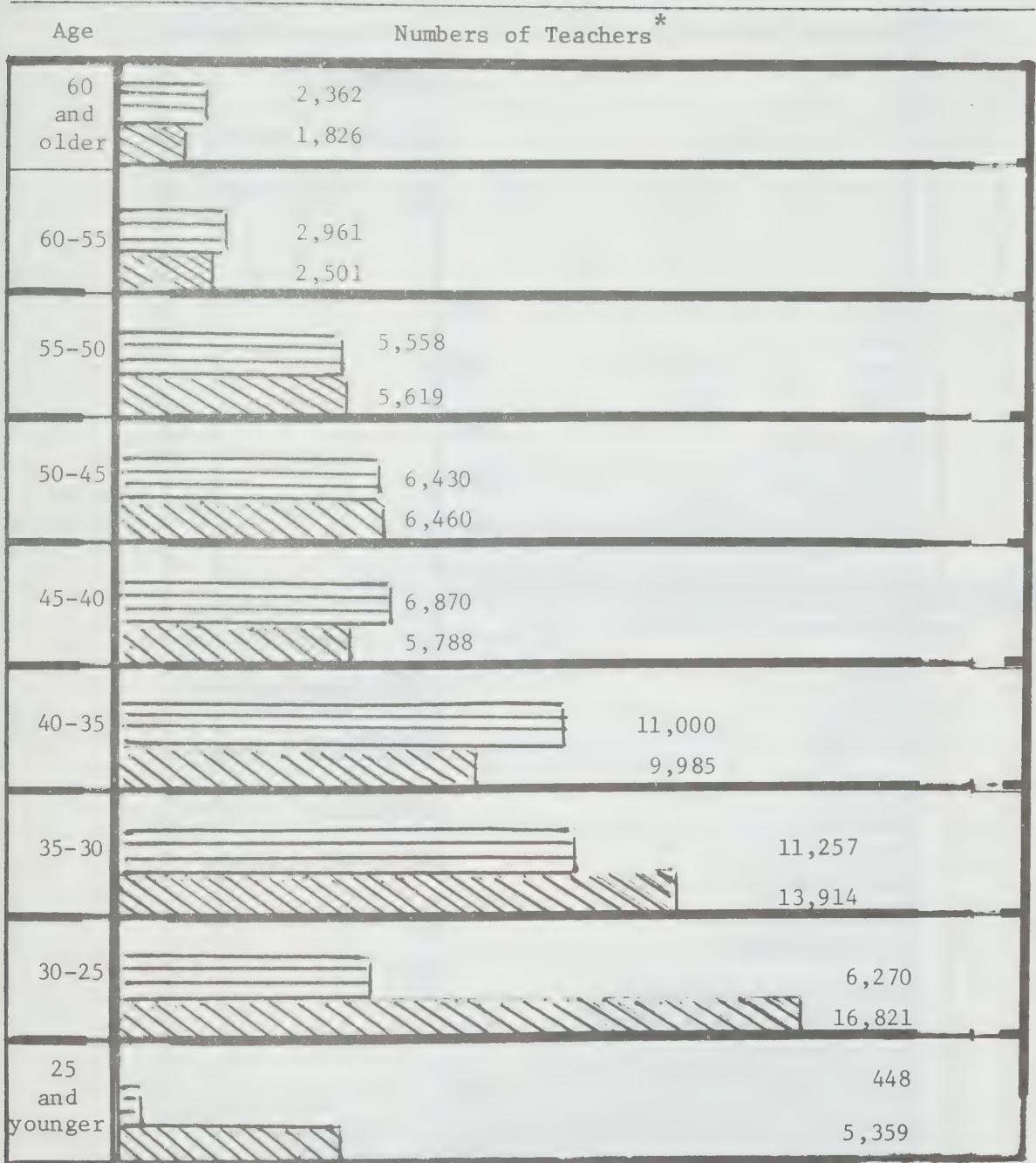
↑ projected
↑ actual
↑ proj.
↑ actual
↑ % error
% error

Comparison:
Intermediate
Commercial &
Vocational teachers
positions occupied.

Source: Ibid, p.17.

Figure 4.22

TEACHERS BY AGE & SEX, 1976



male

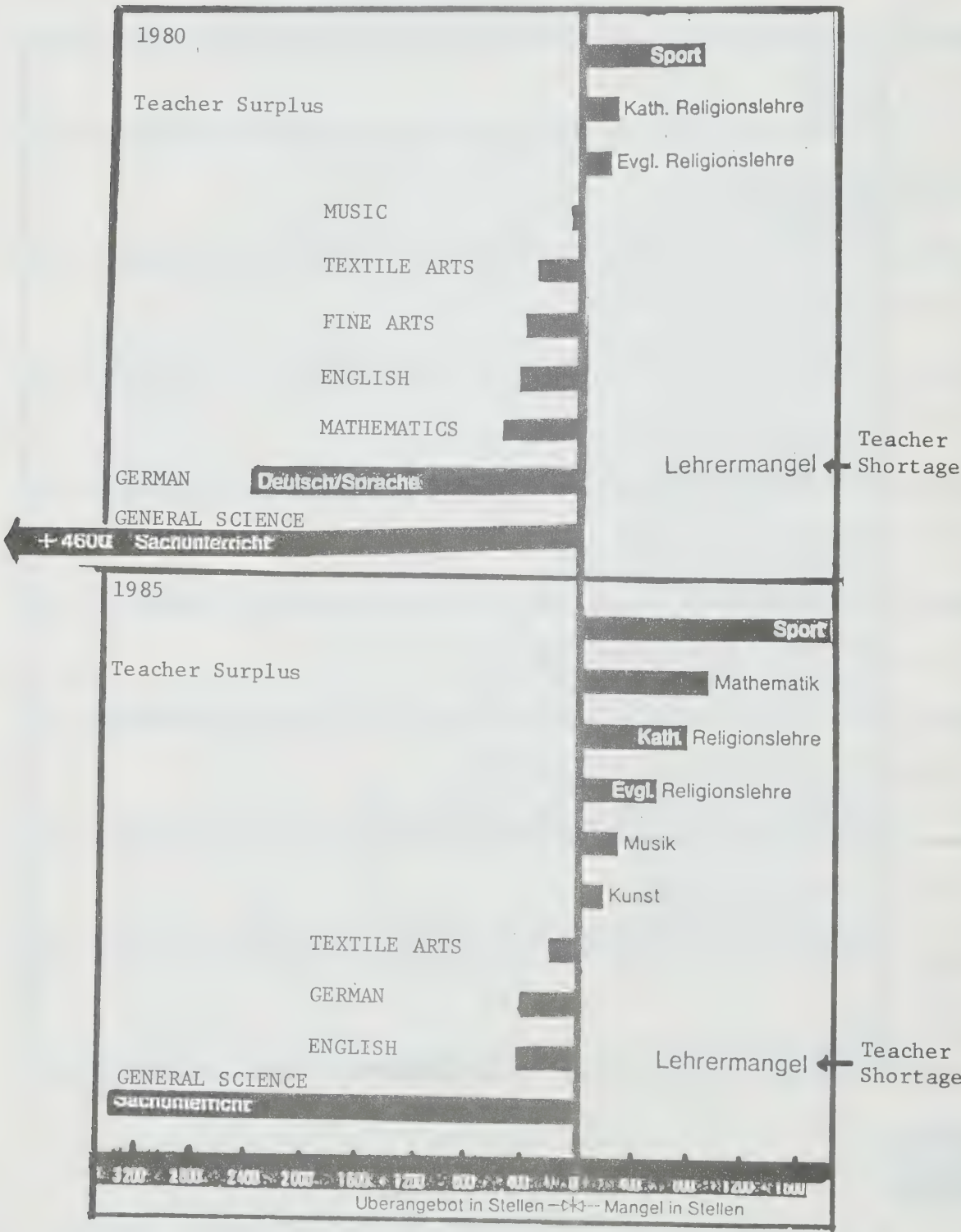
female

Source: Ibid, p.39.

*Including Elementary, Intermediate, Special, Technical, Gymnasias and Vocational School Teachers.

Figure 4.23

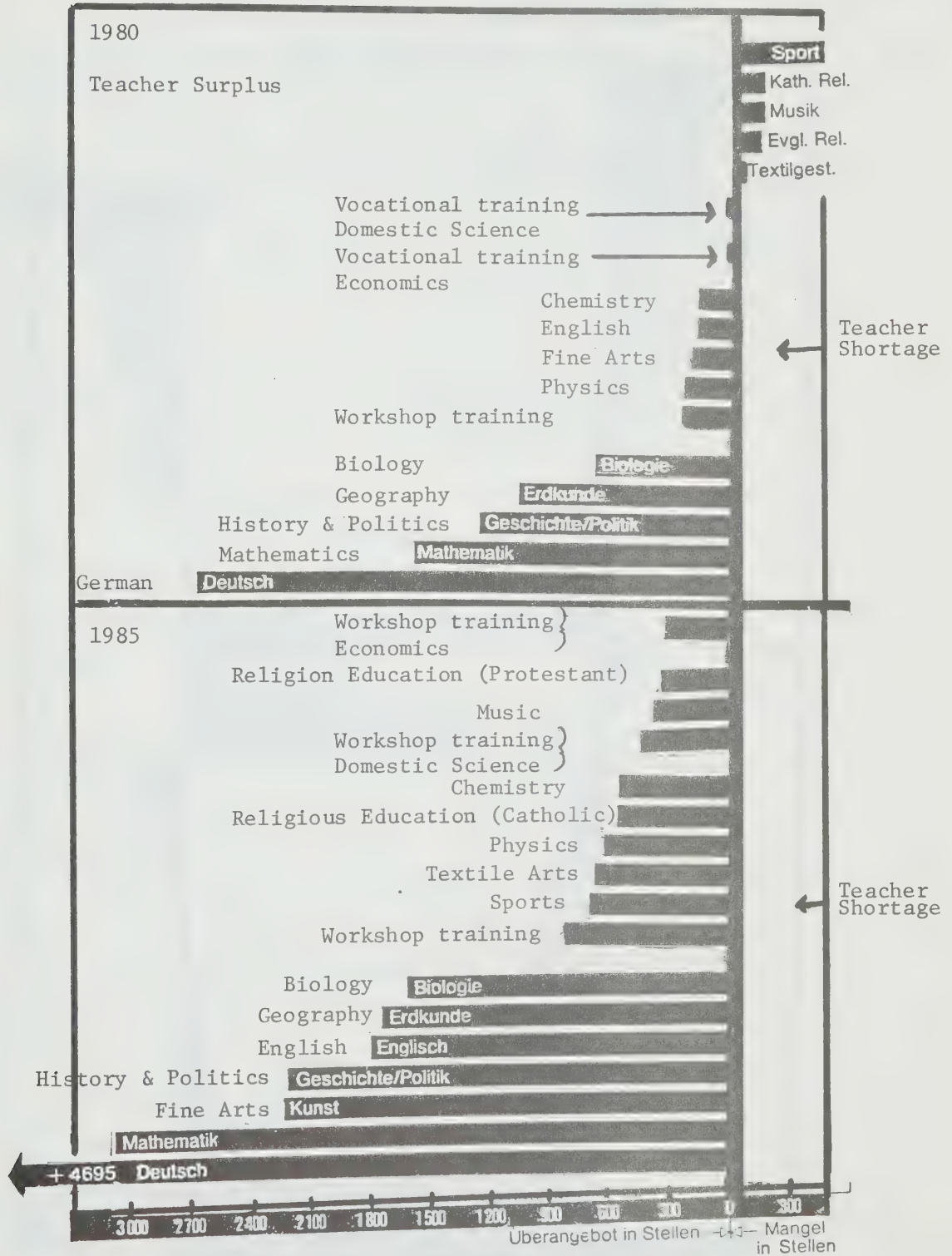
ELEMENTARY SCHOOLS, RATING OF SUBJECTS BY
JOB OPPORTUNITIES



Source: Ibid, p.70.

Figure 4.24

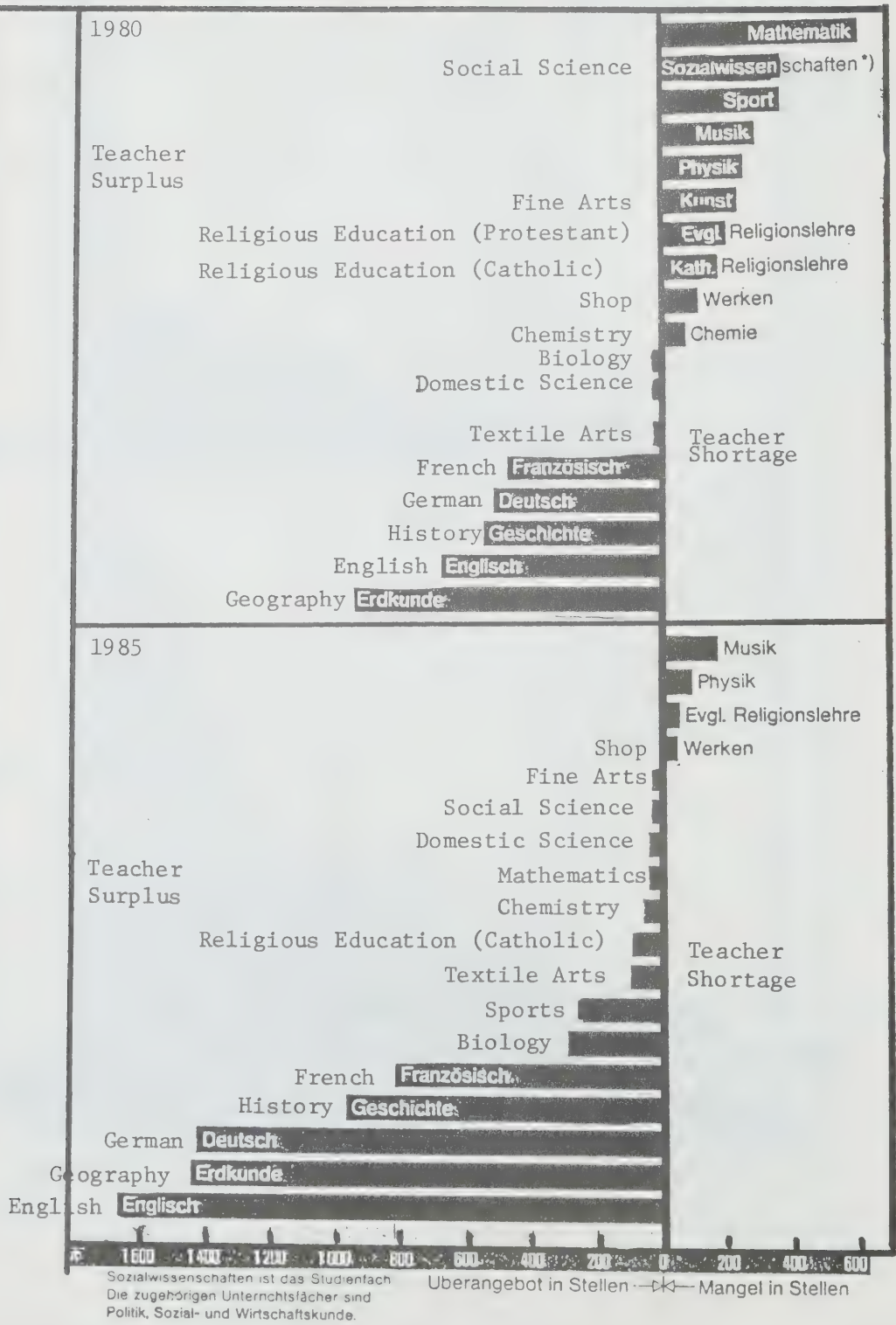
INTERMEDIATE SCHOOLS, RATING OF SUBJECTS BY JOB OPPORTUNITIES



Source: Ibid, p.71.

Figure 4.25

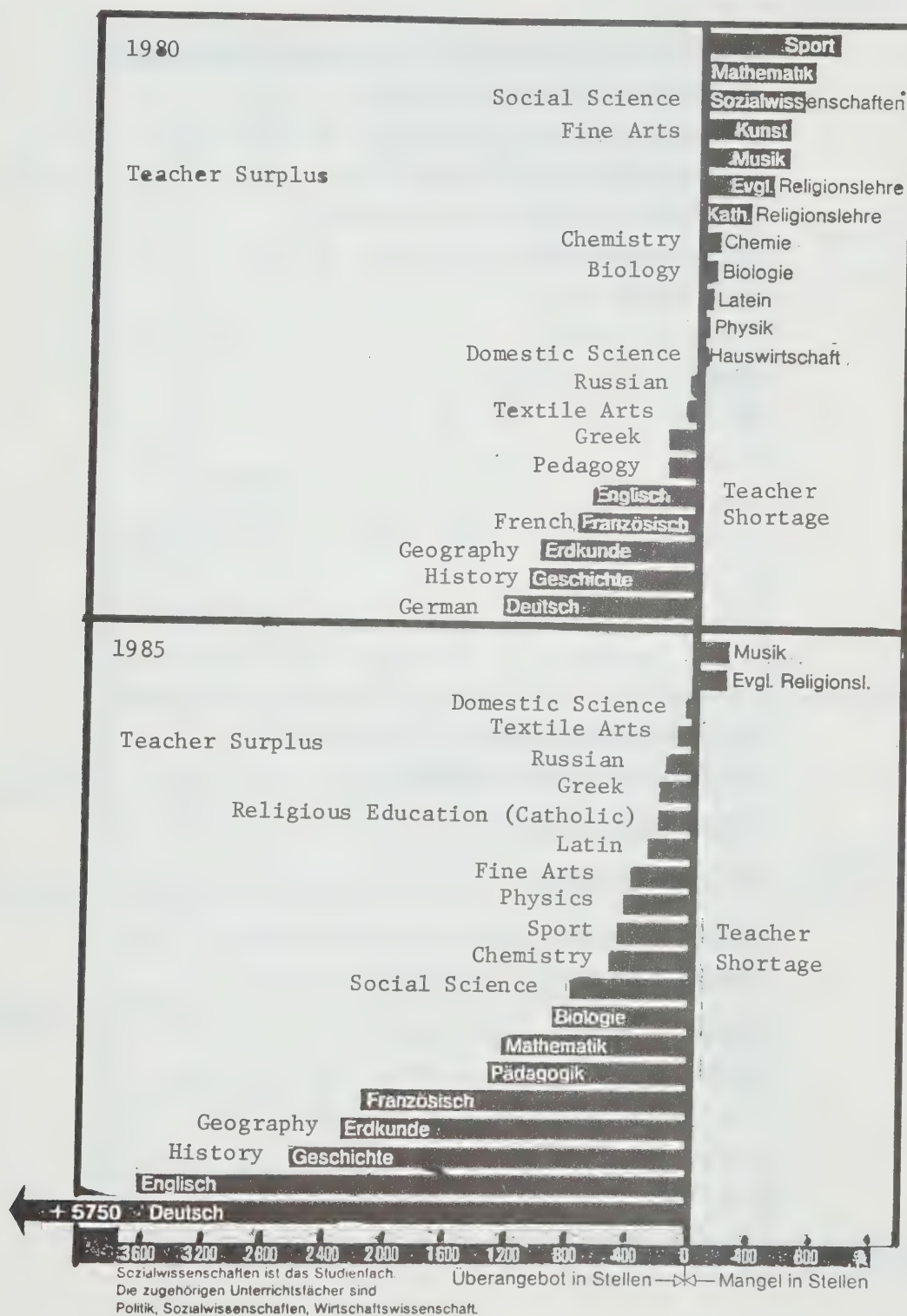
TECHNICAL SCHOOLS, RATING OF SUBJECTS BY
JOB OPPORTUNITIES



Source: Ibid, p.72.

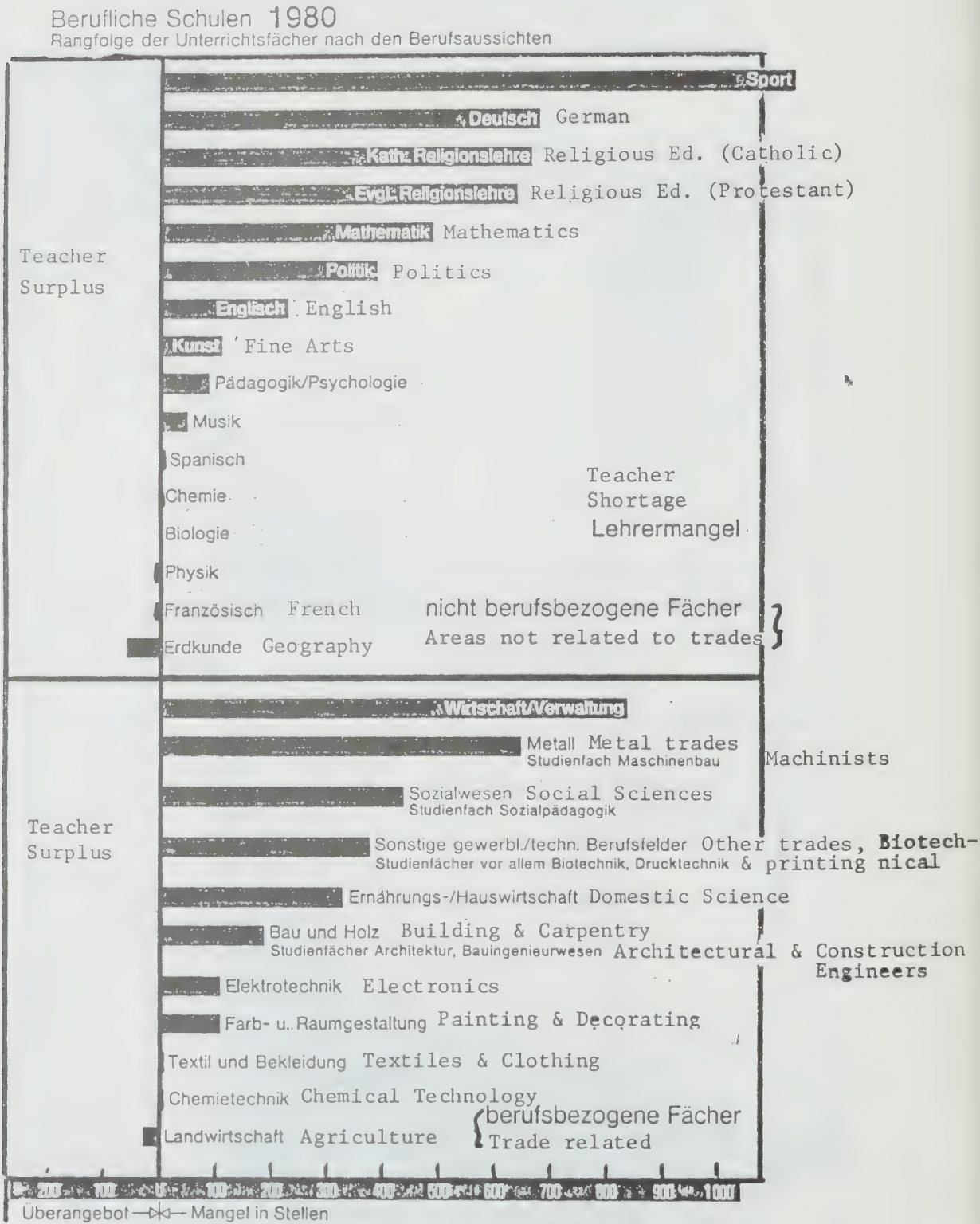
Figure 4.26

GYMNASIA, RATING OF SUBJECTS BY JOB OPPORTUNITIES



Source: Ibid, p.73.

ALL VOCATIONAL TYPE SCHOOLS, RATING OF SUBJECTS BY JOB OPPORTUNITIES



Source: Ibid, p.74.

Table 4.27

FOREIGN PUPILS BY SCHOOL TYPE 1968-76

	ELEMENTARY	MIDDLE	SPECIAL	TECHNICAL	GYMNASIA	VOCATIONAL	TOTALS
1	2	3	4	5	6	7	8
1968	14 314 1,7	6 846 1,2	-	-	-	1 607 0,3	22 767 0,8
1969	20 690 2,2	9 016 1,4	-	1 156 0,5	2 421 0,6	858 0,1	34 141 1,2
1970	28 151 2,7	11 269 1,8	1 135 1,1	1 428 0,6	2 940 0,8	7 384 1,2	52 317 1,7
1971	41 817 3,7	16 032 2,6	1 632 1,4	1 753 0,7	3 650 0,9	10 082 1,6	74 966 2,4
1972	49 583 4,3	20 868 3,4	2 043 1,7	2 158 0,8	4 429 1,0	13 033 2,1	92 114 2,8
1973	56 419 4,9	25 997 4,3	2 457 2,0	2 690 1,0	5 383 1,1	15 168 2,3	108 357 3,3
1974	65 489 5,8	31 654 5,1	2 929 2,4	3 263 1,1	6 410 1,2	17 602 2,6	127 347 3,8
1975	73 752 6,7	36 075 5,5	3 516 2,9	3 827 1,2	7 208 1,3	17 661 2,7	142 039 4,2
1976	77 949 7,4	39 655 5,8	3 899 3,1	4 335 1,3	7 944 1,4	17 590 2,8	151 372 4,4

Source: Richtlinien für den Unterricht
der Kinder ausländischer Arbeitnehmer
in Nordrhein-Westfalen, p. 245

Table 4.28

FOREIGN PUPILS IN THE ELEMENTARY AND INTERMEDIATE SCHOOLS
OF NORDRHEIN WESTFALEN BY COUNTRY OF ORIGIN 1968-76

Ausländische Schüler an Grundschulen
und Hauptschulen nach Herkunftsland 1968 - 1976

	Griechen- land	Italien	Jugo- slawien	Portugal	Spanien	Türkei	Sonstige	insgesamt
1	2	3	4	5	6	7	8	9
1968	4 129 18,3	5 312 23,6	1 177 5,2	400 1,8	3 770 16,7	2 428 10,8	5 319 23,6	22 535 100
1969	6 028 19,9	7 121 23,5	1 831 6,0	702 2,3	4 488 14,8	3 862 12,7	6 328 20,8	30 360 100
1970	9 126 22,9	8 840 22,2	2 392 6,0	973 2,4	5 554 14,0	6 117 15,4	6 804 17,1	39 806 100
1971	12 624 21,7	11 602 19,9	3 819 6,6	1 609 2,8	7 374 12,7	11 172 19,1	10 076 17,2	58 276 100
1972	14 160 20,0	13 141 18,6	5 000 7,0	2 483 3,5	8 558 12,1	16 533 23,4	10 927 15,4	70 802 100
1973	14 741 17,8	14 677 17,8	6 054 7,3	3 302 4,0	9 284 11,2	22 634 27,4	11 967 14,5	82 659 100
1974	16 747 17,2	16 153 16,6	7 085 7,3	4 038 4,2	9 653 9,9	31 345 32,3	12 122 12,5	97 143 100
1975	16 708 15,2	16 378 14,9	7 743 7,1	5 174 4,7	9 515 8,7	41 467 37,8	12 842 11,7	109 827 100
1976	15 768 13,4	16 342 13,9	8 221 7,0	6 077 5,2	9 194 7,8	48 647 41,4	13 373 11,4	117 622 100

Source: Ibid, p.246.

FOREIGN PUPILS IN PUBLIC AND PRIVATE GENERAL AND VOCATIONAL SCHOOLS

1976

Schulformen School Type	Schüler ins- gesamt	davon auslän- dische Schüler	in v.H. Spalte 2	Herkunftsland Homeland					Spalte 5 bis 10 zusam- men	
				Griechen- land	Italien	Jugosla- wien	Portugal	Spanien		Türkei
1	2	3	4	5	6	7	8	9	10	11
Grundschule	1 055 164	77 949	7,4	9 668	10 332	5 317	4 064	5 751	33 528	68 660
Hauptschule	680 327	39 655	5,8	6 100	6 010	2 904	2 013	3 443	15 119	35 589
Grund- und Hauptschule	1 735 491	117 604	6,8	15 768	16 342	8 221	6 077	9 194	48 647	104 249
Sonderschulen	125 423	3 899	3,1	297	1 131	284	146	391	1 025	3 274
Realschule	329 823	4 335	1,3	392	626	452	109	374	560	2 513
Gymnasium	577 368	7 944	1,4	569	614	554	79	559	714	3 089
Gesamtschule, Freie Waldorfschule und Hiberniaschule	35 709	790	2,2	51	116	47	23	55	186	478
Abendrealschule, Abend- gymnasium und Kolleg	12 925	255	2,0	14	16	24	5	5	26	90
Allgemeinbildende Schulen insgesamt	2 816 739	134 827	4,8	17 091	18 845	9 582	6 439	10 578	51 158	113 693
Berufsvorbereitungsjahr und Berufsgrundschuljahr	17 226	1 370	8,0	236	204	83	64	129	524	1 240
Berufsschule	431 772	12 831	3,0	1 782	2 169	733	416	1 189	4 108	10 397
Berufsfachschule	89 056	1 176	1,3	140	125	90	27	111	186	679
Fachoberschule	35 130	769	2,2	65	46	39	9	35	239	433
Fachschule	14 240	399	2,8	11	21	23	6	11	48	120
Berufliche Schulen insgesamt	587 424	16 545	2,8	2 234	2 565	968	522	1 475	5 105	12 869
Schulen insgesamt	3 404 163	151 372	4,4	19 325	21 410	10 550	6 961	12 053	56 263	126 562
Schulen des Gesundheitswesens	30 126	1 055	3,5	28	30	70	8	31	19	186
				General Education Schools Total					Vocational Type Schools Total Total	

Totals of
columns 5-10General Education
Schools TotalVocational Type
Schools Total

Total: Total:
all foreign
pupils pupils

Source: Ibid, p.247.

Table 4.210

FOREIGN INTERMEDIATE COMMERCIAL AND VOCATIONAL TEACHERS, 1976

Schulformen	Hauptamtliche und hauptberufliche Lehrer insgesamt			in v.H. Sp. 2	HOMELAND						Spalten 5-10 zusammen
	insgesamt	darunter ausländische Lehrer			Griechenland	Italien	Jugoslawien	Portugal	Spanien	Türkei	
1	2	3	4	5	6	7	8	9	10	11	
Grund- und Hauptschule	64 218	1 330	2,1	224	136	58	63	72	566	1 119	
Sonderschulen	10 688	105	1,0	2	2	3	-	72	-	9	
Realschule	12 825	62	0,5	-	1	5	-	-	1	7	
Gymnasium	26 036	768	2,9	13	8	33	-	10	4	68	
Gesamtschule, Freie Waldorfschule und Hiberniaschule	2 242	43	1,9	-	-	2	-	1	1	4	
Abendrealschule,	50	-	-	-	-	-	-	-	-	-	
Abendgymnasium,	244	8	3,3	-	-	-	-	1	-	1	
Kolleg	290	12	4,1	-	-	1	-	-	-	1	
Allgemeinbildende Schulen	116 593	2 328	2,0	239	147	102	63	86	572	1 209	
Berufliche Schulen	14 842	255	1,7	6	1	7	2	11	3	30	
Insgesamt	131 435	2 583	2,0	245	148	109	65	97	575	1 239	

Total of
Col. 5-10General Education
Schools Total
Vocational Type
Schools Total

Total

Table 4.211

FOREIGN STUDENTS (SCHULER) AND INTERMEDIATE VOCATIONAL
TEACHERS (LEHRER) BY MUNICIPALITY, 1976

Lfd Nr	Verwaltungsbezirke	Ausländische Schüler und hauptberufliche Lehrer							
		Grundschule		Hauptschule		Grund- und Hauptschule			
		Schüler in v.H.	Lehrer	Schüler in v.H.	Lehrer	Schüler in v.H.	Lehrer		
1	2	3	4	5	6	7	8	9	10
1	Düsseldorf	3376	11,7	33	1853	11,7	17	5229	11,7
2	Duisburg	5227	15,9	66	2350	9,7	20	7577	13,3
3	Essen	2124	5,9	24	1063	5,0	12	3187	5,6
4	Krefeld	1684	11,8	17	1005	11,7	13	2689	11,8
5	Monchengladbach	1492	9,8	13	889	8,5	11	2381	9,3
6	Mülheim a.d Ruhr	656	6,5	4	265	4,8	2	921	5,9
7	Oberhausen	1133	8,3	11	544	5,7	5	1677	7,2
8	Remscheid	1042	14,1	13	464	10,1	4	1506	12,6
9	Solingen	1136	12,1	17	664	10,5	6	1800	11,5
10	Wuppertal	2106	10,1	35	996	7,3	8	3102	9,0
11	Kleve	966	5,4	3	724	5,0	3	1690	5,2
12	Mettmann	2660	8,7	35	1197	6,7	7	3857	8,0
13	Neuss	2151	8,1	15	998	6,2	6	3149	7,4
14	Viersen	1376	7,7	21	612	5,0	4	1988	6,6
15	Wesel	2111	7,6	20	1101	5,5	9	3212	6,7
	Regierungsbezirk Düsseldorf	29240	9,5	327	14725	7,3	127	43965	8,6
16	Aachen, Krfr.Stadt	1055	8,5	13	651	9,9	5	1706	9,0
17	Bonn	1305	9,4	16	342	5,7	2	1647	8,3
18	Köln	6641	13,0	69	3557	13,7	39	10198	13,2
19	Leverkusen	894	8,8	8	542	10,5	10	1436	9,4
20	Aachen, Kreis	1390	7,7	17	742	6,1	8	2132	7,1
21	Düren	934	6,2	11	364	3,4	4	1298	5,0
22	Erfkreis	1808	7,0	26	744	5,0	10	2552	6,3
23	Euskirchen	377	3,6	15	101	1,3	3	478	2,6
24	Heinsberg	1091	7,6	8	348	3,5	4	1439	5,9
25	Oberbergischer Kreis	1126	7,1	5	591	5,4	2	1717	6,4
26	Rhein.-Berg. Kreis	1086	6,8	12	571	6,9	4	1657	6,8
27	Rhein-Sieg-Kreis	1645	5,6	28	644	4,9	14	2489	5,3
	Regierungsbezirk Köln	19352	8,3	228	9397	6,9	105	28749	7,8
28	Bottrop	378	5,3	3	155	3,1	1	533	4,4
29	Gelsenkirchen	1902	11,0	25	1144	9,5	13	3046	10,4
30	Münster	390	2,7	2	229	3,4	4	619	2,9
31	Borken	941	3,9	17	411	2,1	5	1352	3,1
32	Coesfeld	105	0,8	1	51	0,6	-	156	0,7
33	Recklinghausen	2500	3,1	29	1078	3,9	11	3578	3,3
34	Steinfurt	937	3,1	12	396	2,0	5	1333	2,7
35	Warendorf	929	5,1	13	447	3,5	1	1376	4,4
	Regierungsbezirk Münster	9082	4,9	102	3911	3,5	40	11993	4,3
36	Bielefeld	1476	8,2	27	821	8,2	16	2297	8,2
37	Gütersloh	1461	7,0	21	559	4,0	12	2020	5,8
38	Herford	730	5,0	17	532	5,5	10	1262	5,2
39	Höxter	181	1,8	1	80	1,2	1	261	1,6
40	Lippe	685	3,4	5	511	4,0	8	1196	3,6
41	Minden-Lübbecke	781	4,2	12	314	2,4	5	1095	3,5
42	Paderborn	686	4,6	7	425	4,0	5	1111	4,4
	Regierungsbezirk Detmold	6000	5,1	90	3242	4,2	57	9242	4,7
43	Bochum	1360	6,2	11	569	4,4	9	1929	5,5
44	Dortmund	2678	7,6	34	1533	7,0	13	4211	7,4
45	Hagen	1208	9,5	12	700	8,2	7	1906	9,0
46	Hamm	831	7,5	12	297	4,0	2	1128	6,1
47	Herne	1009	10,2	13	488	6,8	6	1497	8,8
48	Ennepe-Ruhr-Kreis	1267	6,3	11	956	6,7	10	2223	6,5
49	Hochsauerlandkreis	751	4,0	8	569	4,3	10	1320	4,1
50	Markischer Kreis	2031	7,4	20	1443	7,9	8	3474	7,6
51	Olpe	411	4,5	5	187	2,7	2	598	3,7
52	Siegen	799	4,1	7	444	3,2	-	1243	3,7
53	Soest	1065	5,5	12	515	4,0	9	21580	4,9
54	Unna	1602	6,8	22	679	4,7	8	2281	6,0
	Regierungsbezirk Arnsberg	15012	6,6	167	8380	5,5	84	23392	6,2
	Nordrhein-Westfalen	77686	7,4	814	39655	5,9	413	117341	6,8

Elementary &
Intermediate Schools
← %

Source: Ibid, p.251.

Table
4.212PREPARATORY CLASSES FOR CHILDREN OF FOREIGN
WORKERS; 1976

Nationalität Nationality	Grundschule Elementary		Hauptschule Middle		Grund- und Hauptschule		Totals
	Schüler	Klassen	Schüler	Klassen	Schüler	Klassen	
	2	3	4	5	6	7	
Griechenland	5967	269	1711	74	7678	343	
Italien	2274	107	706	33	2980	140	
Jugoslawien	711	33	361	15	1072	48	
Portugal	1602	74	507	23	2109	97	
Spanien	1190	59	280	15	1470	74	
Türkei	10102	782	5259	220	24361	1002	
Sonstige	219	10	124	7	343	17	
Insgesamt Total	21085	1334	8948	387	40013	1721	

Popl's Classes

Source: Ibid, p.249.

Table
4.213FOREIGN CHILDREN IN GENERAL AND VOCATIONAL SCHOOLS, 1976
(BY SEX)

	Schulformen	Male		Female	Total
Elementary & Inter- mediate School Total	Grundschule	39811	37875	77686	
	Hauptschule	20603	19052	39655	
	Noch nicht neu geordnete Schulen	131	132	263	
	Grund- und Hauptschule insgesamt	60545	57059	117604	
	Sonderschulen	2301	1598	3899	
General Education Schools Total	Realschule	2047	2288	4335	
	Gymnasium	3972	3972	7944	
	Gesamtschule, Freie Waldorfschule und Hiberniaschule	435	355	790	
	Abendrealschule, Abend- gymnasium und Kolleg	138	117	255	
	Allgemeinbildende Schulen insgesamt	69438	65389	134827	
	Berufsvorbereitungsjahr und Berufsgrundschuljahr	798	572	1370	
	Berufsschule	8218	4613	12831	
	Berufsfachschule	411	765	1176	
	Fachoberschule	658	111	769	
	Fachschule	368	31	399	
Vocational Type Schools Total	Berufliche Schulen insgesamt	10453	6092	16545	
	Allgemeinbildende und beruf- liche Schulen insgesamt	79891	71481	151372	

Source: Ibid, p.249.

Figure 4.26

TIMETABLE FOR PREPARATORY CLASSES FOR FOREIGN
CHILDREN, NORDRHEIN WESTFALEN

TIMETABLE

Areas of Study/ Subject	Grade									
	1	2	3	4	5	6	7	8	9/10	
INSTRUCTION IN MOTHER TONGUE										
Language: Reading/ Writing	6	6	5	5	6	6	6	6	4	
Religious Studies	2	2	3	3	2	2	2	2		
Social Studies			2	2	4	4	4	4		
Mathematics							4	4		
Natural Science							3	3		
INSTRUCTION IN GERMAN										
German as a Foreign Language	6	5	5	6	6	6	8	8	5	
Study of Matter	-	-	2	3						
Mathematics	2	5	4	4	4	4	-	-	6	
Civics					2	2	-	-	3	
Natural Science					3	3	-	-	3	
Religious Studies									2	
Technical Studies/Shop									2	
INSTRUCTION IN BOTH										
Sports/Music										
Fine Arts/Textile Arts (Choice)	2	2	3	3	3	3	4	4	4	
Advanced Studies									3	
	18	20	24	26	30	30	31	31	32	

Source: Ibid, p.216.

4.3 Summary of Interviews

As may be seen from the statistics in Table 4.22, the totals of students in the province of Nordrhein Westfalen will have fallen from 3,384,194 in 1970 to 3,195,200 in 1980, and to 2,564,200 by 1990. That is by about one twelfth by 1980 and by one third by 1990.

Given these changes, one might have anticipated that some changes in school programming together with a decline in staff would have been at least contemplated. In his critique of the Berlin schools, Rist prepares one for what was found in Nordrhein Westfalen.

That the schools can remain unchanged amidst this dramatic change in their constituency must be traced to the historical legacy and current power of the institutional members. The essential structure of German education survived the Nazi period, survived the efforts at reform instigated by the Allies in the post-war period, survived the efforts at change from the protest movements of the 1960s and is not now about to budge on account of foreign children. (Or declining enrolments!-C.M.) The authority and power of the current institutional staff of the schools also ensures that change will not occur. These staff, the vast majority of whom are tenured civil servants ("Beamte"), can successfully resist pressures to accommodate to or understand their foreign worker students. *The philosophical view is essentially one of the sanctity of the educational system.** (Italics mine. C.M.)

In all, the writer interviewed five people in the Düsseldorf area: a statistician and an educational colleague from the Kultusministerium, a school superintendent, a principal, a particular teacher of German to Greek children, plus teachers in a staff room at recess. A class of Greek children, being taught in Greek, was observed. The teacher was at the time being inspected by the German superintendent who was accompanied by the Greek superintendent (an official of the Greek government).

Not one of the people with whom the writer spoke was prepared to contemplate either (a) teacher redundancy or (b) changes in programming

* Ray C. Rist, "On the Education of Guestworker Children in Germany: A Comparative Study of Policies and Programs in Bavaria and Berlin." College of Human Ecology, Cornell University, 1978. Paper presented to the American Educational Research Association, Toronto, 1978.

as a consequence thereof. Indeed, one might well ask, why should they? In the booklet on teacher needs and supply from which most of the statistics in section 4.2 are taken, the prediction is that in the same years that student enrolments are falling, there will be *an increased need for teachers*. "*Lehrerbedarf*" (teachers needed) is shown as rising from a total of 112,624 in 1970 to 144,505 in 1975, to 150,600 in 1980, to 151,500 in 1985 and only dropping in 1990 to 132,500. Full-time secondary schools with 10,200 teachers less and Gymnasias with 5,400 less teachers needed are the schools to be most affected in 1990. But until then the projections are for *more* teachers.

The statistician was quick to point out, however, that within the projected totals of teachers needed, an oversupply of certain specialties such as German, English, French and the Earthsciences, is forecast at the same time as acute shortages of teachers in areas such as mathematics, physical education and music. (See pp. 121-125).

There was general consensus among the German educators that they had been waiting for a long time to upgrade their system. The teacher-pupil ratio is to be improved, for example, in the primary grades from 1-32 to 1-19. *New teachers will only teach a two-thirds timetable, with the other third of their time being used for in-service*. All teachers will have their timetables reduced with an *additional* hour being given for preparation; at present they have about $2\frac{1}{2}$ hours per week.

Teacher Redundancy: From the Ministry statistician to the school superintendent, all were adamant--we shall not fire any teachers. We shall just make schools better. Yet all were agreed that "out there" were perhaps four thousand unemployed teachers. How did they come to be unemployed? Some had graduated in the humanities where there was a surplus. Some had resigned for personal reasons and now wanted to return to work--but no one had been declared redundant. "We have a desperate need right now for teachers of mathematics and sports."

All those interviewed reacted with considerable surprise to the suggestion that perhaps the public might balk at the maintaining or raising of the costs of education at a time of declining enrolments. Their response was unanimous: Most Germans think that we need more

teachers and that we should spend more on education. Now we have a wonderful opportunity to upgrade the system.

"All teachers are paid by the State. We believe we have the best paid teachers in Europe. Last year the cost-of-living allowance was 4.5%."

They have no plans to cut anything: On the contrary, here are some things they are doing. For example, in past years 5% of teachers were on some form of leave, studying for higher education; now about 20% are studying (for varying lengths of time). Early retirement is being encouraged. Preparation time for all teachers is to be increased by one hour (from approximately $2\frac{1}{2}$ hours). This means their teaching time will be reduced. In the Gymnasium and Vocational schools for example, where each teacher has an average timetable of 24-25 hours (minus existing $2\frac{1}{2}$ hours preparation time) that one hour per teacher means that an additional teacher will be needed per every 25 teachers. That's a 4% increase, right there.

4.4 Program Changes

Officially, no program changes in connection with declining enrolments are contemplated.

However, one notes the increasing proportion of immigrant children in the schools. Traditionally, immigrant children in the German secondary schools have been exempt from the second language requirement of English or French.

It is perhaps, therefore, of some significance that by the 1980s, at the secondary level, the largest surplus of teachers is anticipated in the languages, English, French and German; while in the vocational schools there will be an acute shortage of shop and technical teachers.

It may be cynical to suggest that it appears as though it is a foregone conclusion that the immigrant children will be going on to vocational schools and not the Gymnasia.

4.5 Procedure for School Closing

An occasional primary school had been closed, they agreed, but a *procedure*? "It is regulated by the number of pupils. If there are too few pupils we close it." How many is too few? We think about 120-160 for primary; but generally we don't close them. What we have done, is to connect schools that are too small with other schools, as perhaps a division of another school. For example, we connected a primary school with the intermediate school. We hope to retain all our teachers and improve the teacher-pupil ratio--so we don't close schools except rarely.

4.6 Migrant Education (Nordrhein Westfalen)

The number of migrant children in Nordrhein Westfalen schools in 1968 was 22,767, or .8% of the school population. By 1976, the number had risen to 151,372 or 4.4%. (See Table 4.27) Declining German births have accelerated the changing ratio and now the elementary schools show 7.4% migrant children. These numbers are not evenly distributed across the Land (province) but in the world-wide fashion, the foreign workers tend to migrate to urban areas, to districts where mutual support and familiar tongues make the trauma of resettlement more bearable. There are towns such as Duisberg where the migrant student population is 15.9% of the total, and individual schools where the percentage is even higher. (See Table 4.211) By far the largest group of guest workers' children is the Turkish group. Several people estimated that about 20% of the population of Düsseldorf is foreign.

While in theory the guest workers are not immigrants and should not only be "rotated" but also encouraged to return to their home country when work is scarce; in practice, few do so. Some are happy with the temporary status, wishing merely to work hard, and return to the old country with enough collected money to purchase land or a business. Others, the Yugoslavs were quoted as a particular example, tend to try to become as integrated as possible. Others stay because their children have grown up in Germany and feel more at home there. Only about 5% per year return to the homeland.

In order to maintain the politically more acceptable concept of returnability, teachers are imported from Greece and Turkey to prepare children for the homeland school examinations. The teachers are selected by their own governments and then hired by the Land (province) to teach the immigrant children in their mother tongue. The writer visited a Greek Catholic School, part of the public system. Although the German inspector was extremely critical of the methods of the Greek teachers, believing them to be "at least fifty years behind the times," the general tone of encounters was superficial civility and acceptance.

Some part of the underlying hostility could be attributed to the frustration of being an unwilling contributor to the ghetto situation. (See pl44 for highlights from this interview.)

Textbooks for use in these classes are selected by the foreign government but paid for by the Lande (provinces). Among classes observed by this writer were one in mathematics and one in biology, both being taught in Greek.

There were noticeable differences in class sizes, those for the Greek children being about 16-20 students, while those for German children were 20-40. Although at recess the atmosphere of the staff-room was cordial, the German teachers did complain later that the Greek teachers speak insufficient German for true understanding and use pedagogically very different techniques. (As an independent observer, the writer--over the space of an entire morning--noticed that both Greek and German teachers, in common with their counterparts wherever paper is plentiful, made equal and frequent last minute cranking forays to the duplicating machine.)

In Nordrhein Westfalen foreign children usually spend two years in preparatory classes (not what we would call transitional classes because none of the teachers are bilingual). Instruction begins with homeland teachers, mainly in the mother tongue. German-as-a-foreign-language is taught by a German teacher for up to ten hours a week. Theoretically, after two years in the preparatory classes, the children transfer to regular classes, but with continued rights for instruction in their mother tongue. (See Figure 4.26) Substantial guidelines for the instructor of the children of foreign workers were published by the Kultusminister in 1977. They contain extracts of all pertinent regulations; special technical subject vocabulary lists in German, Greek, Italian, Portuguese, Turkish, Spanish and Serbo-Croatian; detailed yearly timetables for use in both preparatory and regular classes; detailed course outlines; philosophical rationale; methods and techniques.

The Council of Ministers of Education agreed at their conference on "Instruction for the Children of Foreign Workers" held 8.4.1976 that *no regular classes should go beyond 20% of foreign children.*

Der Anteil der ausländischen Schüler in deutschen Klassen (Regelklassen) soll nach Möglichkeit *ein Fünftel nicht übersteigen* Sofern örtlich die Quote der in deutschen Regelklassen aufzunehmenden Schüler ein *Fünftel* wesentlich übersteigt,

Können besondere Klassen für ausländische Schüler gebildet werden. (*Italics mine. C.M.*)*

In Nordrhein Westfalen this means that in some areas they are busing migrant children, in the afternoon, to other schools, in order to avoid having more than 20% of them in the regular classes.

In this regard it is interesting to note that, in Berlin, adherence to the quota of 20% has now created a large pool of foreign students with essentially nowhere to go. The 20% policy has obliged the authorities to improvise with special segregated, all-foreign student classes where German is the language of instruction. (Rist, 1978.) **

In Düsseldorf, many Greek parents, rather than face the problems of regular classes, prefer to leave their children, beyond the mandatory two years, in preparatory classes, that is, in what is essentially a Greek school within a school.

On the other hand, educators who would like to see more integration are trying to encourage the foreign parents to send their children to the German kindergarten classes. Foreign children who have been in a kindergarten are more capable of entering a regular class. Eighty to ninety percent of German children attend kindergarten but only 30% of foreign children do so.

For Turkish children, language problems are compounded by after-school religious instruction in Arabic and the Koran. Only about 2% of Turkish students complete entrance requirements for the Gymnasia (for the Greeks the figure is 1%). Most Turkish students proceed to the vocational schools where they spend two days in the classroom and three days on the job. Next year, however, for the first time, there will be enough Turkish students in the Gymnasia to provide a class wherein they will be taking extra "German for Turks" instead of the usual high school "English for Germans."

Formal efforts at the promotion of cross-cultural understanding are limited to sports, drama, week long field trips and, most important, efforts at getting parents involved in the school. Some German parents

*Richtlinien für den Unterrecht der Kinder, etc.

**Rist, On the Education of Guest-Worker Children in Germany.

are tutoring foreign students and helping them with their homework. The importance of the latter may be judged from the fact that *by order of the Minister* there is homework for all school children: about 1½ hours per night for younger children--more for older. Even in the Grade 3 classes observed by the writer, all the children carried heavy leather satchels.

The important role of homework in a child's education necessitates parental involvement in the process, a fact that has further compounded the difficulties of foreign children trying to do well in the German system. The move by German parents to help foreign children surmount the difficulties may be educationally sound, but is perceived by some foreign parents as an additional attempt at "Germanization". As one school inspector said, "We give them love, but they don't want our love."

From observations on this trip, the writer is inclined to agree with Rist's observations quoted on page 133 that the education of the migrant children remains peripheral to the mainstream of German education. The system continues to be primarily elitist. One educator in apologizing for the small number of migrant children going into the Gymnasias remarked: "It is essentially a question of class. One must ask how many German children of that worker class go into the Gymnasias and it is the same--only a small percentage."

Given the 20% stricture of the Kultusministers (Ministers of Education), given the decline in the birthrate (without the foreigners, there would have been an absolute population decline) and the move towards special schools for foreigners, one can only speculate as to how long it will be before the "special classes for foreigners" will be the majority form of schooling, and the regular classes with their 20% quota of foreigners become the minority form of schooling.

Given that the educators plan no changes in either general programming or multicultural programming, given that migrants have only two routes--be assimilated or segregated--one can only speculate on the harvest of future problems, and the seeds of discontent and misunderstanding now being sown.

PART 5

GERMANY - INDIVIDUAL INTERVIEWS

(ABRIDGED)

5.1 Statistician with the Kultusministerium - Nordrhein - Westfalen*

The decline in births is obvious from the accompanying chart. It is mainly primarschule that has been so far affected. The hauptschule are just beginning to feel it.

Very few schools have been completely closed. We usually amalgamate them as a division of another school. Our only problem is--what should we do with the head-teachers?

Our teachers are the best paid teachers in the world, I think.

We shall not fire anyone. How will we manage? Well, we have been waiting a long time for this opportunity to up-grade our system. By 1985 we want to take the teacher-pupil ratio in the primarschule from 32-1 to 19-1: in the hauptschule from 23-1 to 18-1.

In addition, now is the time to increase the length of teacher training to get better teachers.

New teachers, when hired, will be hired only for 2/3 of the time so they will have time for further in-service.

Married men and women with young children or with elderly parents to take care of will be able to have $\frac{1}{2}$ time jobs if they wish.

We are encouraging early retirement. One can retire at 63 if one is not well. Most older teachers get a note from their doctors saying that they are not well We hope to get this age lowered to 60.

Also, we plan on reducing by one hour the number of hours worked by all teachers so they will have more time for preparation. At present, the hours worked officially range from 28 hours in the Primarschule to 24 in the Gymnasium, but of course they do not really work that long. They work $2\frac{1}{2}$ hours less.

* Notes made from interviews conducted mainly in German.

5.2 School Superintendent and Teachers,* Düsseldorf

S: In a regular German class in the town of Düsseldorf, a class of 30 children, there are 22 Germans, 2 Greeks, 1 Italian, 1 Turk, 1 Yugoslavian and 2 others. However, in this particular school we have what we call a preparatory class, that is, a class that is supposed to prepare Greek students for the regular school. I say "supposed to" because many of the Greek parents don't want their children to go to the normal German school at all. They want to remain prepared to return to Greece. We have five central schools with these preparation classes. The children are bused in. We have preparation classes for each of them; Turkish children, Italian children and Greek children. When the children are ready for regular school, they return to their home area school. Only the Greeks don't want to. They prefer to stay together until school is finished. Here in this particular school the children are always together--as a nation. This is a "preparatory class"--we say preparation for the "normal school". They are supposed to be slowly prepared for the normal school. That is the law . . . the normal school. But the Greek parents *don't* want normal school at all! They always want to remain "prepared" to return home.

That is the stupid thing about Germany. Someone who comes over here doesn't know if he is an immigrant or if he is going to return to his native land; he doesn't know. Germany doesn't accept any immigrants--officially. But in reality there are Greeks who have been here for 20 years, and the children marry Germans, and one can assume they are not going back. With the Turkish, especially, one can assume that they *cannot* go back at all. If you take a Turkish girl who is instructed normally with German girls; she cannot exist in the Turkish homeland anymore. She has been too emancipated. For the Greeks, it is also somewhat the same, but not so bad.

* S = School Superintendent

T = Teacher of German to Greek children

Of course, a few Greeks integrate. They don't all go in the preparation classes. They go immediately into the normal German class, and go also in the normal German Gymnasium, but only 1% of the Greek children in Düsseldorf go to the Gymnasium. We have two and a half thousand Greek children, of whom about 1,000 are in the prep classes, and the others in German schools They don't go yet to "national lessons". They can't go back anymore. They don't want to go back.

They could never exist. If they are intelligent, and immediately enter completely into the German opportunities, they acquire a qualification with which they could do nothing in Greece. For example, there are no automobile factories for the specialist, so they must remain here in Europe. Greece is now coming into the European Common Market, and the European Common Market countries have absolutely free domicile. They can't throw any Greek out if he is a member of the European Common Market. And they know that too, and therefore, they want to go into the European Common Market. Officially, Europe calls these people not "Gastarbeiter" but "Wanderarbeiter".

There are two kinds of German schools here in this building. There is a German Catholic school, we are there now as guests, and there is a public school that instructs both denominations together, also in the building. The building is too large because the German parents can now determine--do we want to go to a Catholic elementary school or to a public elementary school? And the fact that the Greeks are active here is more coincidence than design. Space became free here. Rooms stood empty. There were many, many Greek children, so where else? The German courses were at first not at all well prepared. Normal German teachers suddenly had to teach a subject to foreigners that they hadn't studied. This course is called "German for foreigners." This is quite different from "German for Germans." This is a very great difficulty. "German for Greeks" is different from "German for Turks", which is different from "German for Italians." That is an unsolved problem in Germany, one which is not yet resolved at the high school level. A teacher there has to do it whether he can or not, and we can only afterwards take a few measures towards training him. We are very unsuited to this task.

How well they speak German depends on their stay here. You know children who were in German kindergarten, they speak enough; but then the children who come from Greece and then here to this school, they don't speak German at all. In the schoolyard they don't play together with the German children. They are separated. The same time and the same playground, but they don't play together. It is a ghetto.

Q. How many of these children do you think will stay in Germany?

T: Some percentage of the parents would like to remain here forever. They build up something here, economically, a business, bakery But the percentage is not too high.

Q. And how many of the children go to Gymnasium? What percentage?

S: One percent. Yes. That was in 1976. One percent did not count as failures. One percent. Three percent went to trade school. That's a great problem. *Two-thirds of all did not finish school, elementary public school or Hauptschule, intermediate school. They'll never have the chance to get an apprenticeship. They cannot learn anything, baker or butcher, or any trade.*

They just go for a job, any job. And then they lose the job and they're going for the next job. And now we have unemployment in Germany. And so these children have no chance to get any jobs without any "finish" (diploma).

It is a difficult problem that is actually already very old. The children have, in part, at home and also in school, not learned German. They didn't want to. They have very many difficulties in beginning. In order to integrate the children into the German schools, and at the end of the second year of their education, we have tested their German. It was too conspicuous The parents said, "Oh, so you can speak German. And when you can speak German, you must be integrated into a German school." And then the children suddenly didn't want to speak German anymore. This is the main problem--that the parents can't function in the German language . . . and then the children have difficulties later when they are in the German schools. They cannot then reach graduation.

Q. How many of the parents go back to Greece?

S: That is very difficult to say because we don't have any figures. That is about 5% per year. Because of the kinds of perspectives that the parents have, they probably do not say we will go back after 5 years, or 6 years. They don't plan. But sporadically then, the parents go back to Greece. Because the economic conditions are worse, they go back. As soon as they . . . lose the job, then they go back again.

If I were Minister, then we should have at least *three* forms of school offered. One possibility, exactly like German, but with some additional national (ethnic) instruction. Another possibility, for the undecided who still don't know if they will go back or not. That, like this school, would be the difficult form . . . we'd need to test for a time. This school could be a foundation, but one which must be improved though, for it is bad--but the tendency. And the third form would be the completely national (ethnic) school. I don't understand why the Japanese and the English and the Americans in Düsseldorf are privileged nations who give their children the school of their native land. When a German goes to India, then he says, "Where is my house, and where is my school?" And then the German government comes and provides him with a house and provides him with a school and takes a German teacher from Germany. And then he can live in the place, and he gets the same schooling as in Berlin or Düsseldorf. The American, as well as the Frenchman, the Englishman, and Japanese in Düsseldorf--they all have this chance. And the poor Greek, the proletariat, the unemployed, he comes here and against his will is "Germanized". (So he calls it!) And the teachers' union doesn't see this. The union says, we must force them to go into the "best" school system, even against their will. And that is not my opinion. I am myself with the union, but I have no time to enforce my opinion there because one must, after all, work. Otherwise I would try to enforce my opinion, that one can open up three possibilities. Besides that, it is a problem . . . of a democracy to leave the decisions to the parents. But these decisions have not been left to our foreign parents, and for that reason we are untrustworthy. So that is my advice, if I were Minister.

The Greek school inspector is also here with me because he must become acquainted with how German school inspectors handle teachers and so that he can observe our level and become acquainted with our standards.

The greatest problem is that the Greek children here not only have two different languages in a school morning, but also two lesson styles which are very sharply differentiated from one another. Methods also, and even the style of education.

When I want to speak to a teacher, sometimes he must translate. Sometimes he doesn't want to become familiar with how I judge lessons. The task of a school inspector is also correction of the teacher's relationship with the children.

Q. You are giving German courses to the Greek children? Could you tell me something about these courses, what you teach in them?

T: First, the German language. Only light conversation. And then to read, and last, to write. But I think all the children should go to German schools one day, and so I try to teach them, not only to make conversation in the German language, but also to read and to write. We call them preparation classes because they are preparation for all the children who must go to German schools one day.

Q. Yes, but you also, I believe, have some courses or seminars for the Greek teachers.

T: No, they have no seminars. That's a problem.

Q. You were saying here that the children also have problems with the two languages.

T: Not only two languages but two systems, two education systems. Boys and girls for example. In Greek classes they are separated. They sit on opposite sides of the classroom. Not so in German classes. And in sports and such things, the Greek girls and the boys would not play together, and all these things. The discipline is different too. In the Greek school it's more rigid. The children have to sit still for too long. When the children come to my class they have to learn to move--and to behave without the strap.

I really wanted to say just this, and I would say this also quite openly to my Greek school inspector and my Greek colleagues: that the problem for us--the different methods and styles--is difficult to change. It has been with us these long years, and never changes, in spite of all the good advice.

The problem goes naturally in a circle. One always asks whether the Greek school administrators will attack these problems, and that is where it lies. The preparation of the Greek teachers, after they come to Germany, is unpopular. Language

S: There is no preparation.

T: Language-wise and also pedagogically. I imagine that a Greek teacher, first of all, if he is to come to Germany, must have a better education behind him, language-wise, and he must already be familiar with the German principles and German methodology. That is, they must be given a preparation course in Greek of at least a half a year to a year and a half. So that these difficulties are not unloaded on the Greek children. That the teacher must learn something--that I am not too interested in. But to instruct the children, his children from the native land, then he must simply bring with him more knowledge.

S: The problem would be simple if we had a national school, as the Americans, Japanese in Düsseldorf have their national school of their native country. If that would interest us at all, which methods they employ, then they could simply continue as if in their native country in this place. We would provide only supplementary instruction in German. But since the Greeks must be integrated into a German teaching staff, in a German school, and in German points of view--in the German curriculum--because of that, it is a problem.

Q. Well, what training do you give the Greek teachers when they arrive?

We have as the first thing, that they must take part in German. They must do a German course. If they are on a contract and they don't have enough German after one year, the contract is broken. We don't know whether they are good teachers or not. We get a translation of their qualifications, and take that. Secondly, then we give the foreign teachers

instruction in methodology, but they have perhaps six hours in one year. That is not done generally. I do that only in Düsseldorf. Further: then I have modern mathematics for the Greek teachers only, and then I have a course which is called "Sachunterricht"--an area of instruction of the scientific subjects, history, biology, and so on for the elementary school. That is a course for foreign teachers, mixed, and is also done on a parallel basis in German, in which they must take part. We can't do any more, and that is not enough.

We don't get the Greek teachers far enough along with that, that they might become as German teachers would be in didactics, methodology and style. Their limited knowledge of the language is also very harmful, for the Greek teacher is not able to read the German regulations and principles, and even German teachers need a university education to understand the principles, or at least some kind of further education, and there has been for years a great deal of higher education for German teachers, so that the Germans understand what comprises the intent of the views. And the foreigners don't understand it. One can say that simply flat-out.

Q. The foreign teachers--are they paid the same money as the Germans?

S: Yes. The foreigners get the same money as German teachers. For that reason they live here better than in their native country. Naturally. The foreigners have two different alternatives: they can become officials of their native country, and are even paid by their native country in addition to receiving from us the salary of a normal German teacher. They live very well. Other Greek teachers, for example, are not officials of the native land. Rather, they are paid only as our employees are paid. Those that are in addition, officials, are called back to Greece after five years. That is very annoying for us, for when they further educate themselves and they begin to gradually develop a feeling for what is necessary in German schools, then they are called back. And then new ones come again who have no idea of anything. That is a bad cycle.

Although we have two to five thousand unemployed teachers, our union is unrefined. They say nothing and they do nothing about the imported teachers.

T: I cannot always make myself understood with my Greek colleagues. With most of them, I can never. They don't speak enough German and some don't want to learn--or they don't learn enough, and I can't discuss any serious problems--the children or the parents. As for the children--one must also say that at these prep classes, at this one we have, the children are in a ghetto. They speak with me, or with a German teacher in two hours of German, and for the rest, in Greek--in the schoolyard, Greek. I have already noticed it.

During the day, two hours. During the week, a total of ten hours in German. Yes, only ten hours in German. They speak Greek with their parents, with their friends outside, during recess, and with their Greek teachers. And twice during the day--45 minutes twice a day of German with me. For the rest, here it is the perfect ghetto.

S: The school, by busing children, in itself creates a ghetto situation for those who are in reality dispersed and didn't go into a ghetto. That is crazy.

Canada is an immigration country, but we are not. And that is also unclear with our government. They don't do it correctly, to describe it precisely. I could suggest to the government in Bonn, "Give an immigration quota. Ask the 'Gastarbeiter' who would like to be an immigrant." We could then handle the schooling of these immigrants--handle it in a way that they could quickly assimilate themselves and could be integrated.

T: But we are not certain that they are staying.

S: But our government doesn't do that. Our government is useless in this matter.

Q. I have heard that in Berlin they are trying to integrate the Gastarbeiter children.

S: That is only on paper, not in reality. That is not the truth. It is very differentiated and variable how it goes in different points, but there is no genuine integration, except for the foreigners who go themselves immediately into the German school system, and the parents speak German at home. Then it works. Then it is successful. When it is so successful that the foreign children get German school friends, then

they are lucky. But it is not the rule.

Also, when the foreign parents are sure that they want to remain here, and can stay here, when they are sure of that, and their children are successful in finishing school, then they are not at all so negative towards what we call integration.

With the Greeks, the percentage who say they want to go back is over 90. But in reality, 30% have already been here longer than 10 years. But still they cry today that they must go back.

Q. They would have to go back? Why do they say that they must go back?

S: So, on the one hand, they go to the foreign country only to earn money. On the other hand, they remain very close to the homeland, a very high percentage do.

We also have a social-psychological problem. We have a cliché. Think of Italian mothers. We have an idea that they are the best mothers in the world. That comes from Gina Lollabrigida, you know. But we believe that. And in Germany the Italian women lose their capability for motherliness. They still bear children, but without wanting to, and then they don't bother with them. They go to work. In Italy the mothers don't go to work. They love their children and care for them. But in Germany--there they go to work and neglect the children.

T: That doesn't have to be necessarily so.

S: That is a rule with the foreign parents, that in the home country there is order in the family. Here in Germany, there is neglect, because they snatch up money, money, money--a lot--very quickly go back, so the children are neglected, and we don't have a normal child in the school, but rather a disturbed child because the family doesn't function any more.

The Yugoslavs cause themselves to be treated differently from the Greeks. They are very eager to learn. One must distinguish among the Yugoslavs. There is a small group of people--those are the Macedonians. They are like an alien group, in Yugoslavia as well as here. They are very difficult to assimilate, if I may say so. The Yugoslavians on the other hand are communists. They say they go to the capitalist foreign

country for the good of their homeland, in order to raise their qualifications, and then put these qualifications to use in their homeland. That is their task, and that is their ideology, and because of that, they have a great desire to learn and all the parents help. Yugoslavian parents don't neglect the children, but rather, work close together with the school. It is very positive and we also have a number of Yugoslavian teachers who speak German perfectly. And then Yugoslavian families were Austrians in the generation of the great-grandfather So the Yugoslavians have a hate-love for Germany. They hate and love Austrian culture. And they hate Prussia, but they love Bavaria. So they can get along with us a little better emotionally. While the Greeks emotionally reject, the Yugoslavians love. Some foreigners don't want the love which we give. In Düsseldorf there are 30 groups of parents--that is, mothers who have good German, who give their time. They want to help the students with their homework. Many Greeks don't come at all; they don't want to be helped. They don't want this love at all.

Q. Do you send the invitations home in Greek? When you send the notice from the school to the home, is it in Greek or German?

T: In German.

Q. Are you giving to the German children any material, or any lessons on other cultures so that they would begin to understand others?

T: Not in the elementary schools. No.

Q. But later do you?

T: In intermediate school. Yes, certainly, in geography. But in the sense of awakening respect for other cultures with the younger ones. I think not.

PART 6

SWITZERLAND - GENERAL

6.1 Switzerland (Bern) - Background

In the Kanton of Bern, births have been falling very gently, about $2\frac{1}{2}\%$ per year since 1964. However, that still means that the total fell by $\frac{1}{3}$ in the 14 years from 1964 to 1978. At the time of this visit, no further projections were available; if they were, they were not shared. Indeed, the Superintendent of Education went so far as to say that their predictions were always wrong. (See page 166) In the Kanton as a whole, the ratio of Swiss births to migrant births is about 10 to 1. There are, however, several industrial areas of the Kanton with heavy concentrations of migrant children.

In a recent publication of the Bern Department of Education, *Ausbildungsfinanzierung in Kanton Bern, 1977*, proposals are outlined for the reform of the school system so as to obtain some horizontal integration in addition to the vertical integration that exists. (See p.224) The reform model would provide a type of comprehensive schooling in the middle years, i.e., up to age 16. What makes the publication interesting is its international flavour: in addition to a quotation from J.F. Kennedy, the rationale also uses a paraphrase of Churchill and quotes an official as saying: "*Wir haben zu lange für zu viele zu wenig getan*," which is, "We have, for too long, for too many, too little done!"

In the school year 1976/77 while 100,000 children were in elementary school (excluding kindergarten), only 31,000 were in secondary schools and less than 4,000 in the Gymnasium. About 6,000 were in university, and 3,000 in the teachers' colleges (Seminare) but more than 25,000 were in Vocational Schools (*Gewerbliche and Kaufm. Berufsschulen*). As one educator pointed out to me, even the Swiss bankers, who are so famous, don't usually come from the university system, they came through the banks' apprenticeship programs in the vocational schools.

It was also of some interest to note that with 100,000 children in the primary schools there were only 3,000 children in primary special classes. This would seem to denote some integration of border-line students, but it could also mean too few provisions for special needs.

Teachers are civil servants chosen locally but paid by the Kanton. The pool of monies for their salaries is raised by the Kanton together

with the 491 municipalities. Three sevenths comes from the state, and four sevenths from the total of the municipalities. The levy from each municipality is calculated as follows: 45% on the basis of its tax base (Steuerkraft) and 55% on the basis of the number and kind of children it sends to schools (whether they are in the kindergarten, the primary school or the secondary school). (See p.231)

Although economically, Switzerland is perceived to be more stable than England, Germany or Canada, within that relative stability there are fluctuations that assume somewhat critical proportions in the eyes of the Swiss. The past two or three years have seen a minor recession with some unemployment in the inner cities. There was much discussion of national referendum on the question of whether or not to repatriate the foreign workers. Many migrant workers, fearing the worst, no doubt, returned to their homelands. Those with children, by and large, stayed.

Some idea of this relative economic stability may be gained from the fact that teachers' salaries are enacted by parliament and may only be changed by referendum. However, municipalities may give additional bonuses if they wish, under certain conditions.

The official attitude to migrant workers is ambivalent. On the one hand, the transitory nature of their employment is constantly emphasized no matter how long it may, in fact, have lasted. The procedures for becoming a Swiss citizen are complex and almost life-long. On the other hand, the school authorities stress an "open-gate" policy: help all who wish to acquire an official language and integrate as quickly as possible into local schools, help students maintain home language and culture, and permit attendance during certain periods at private foreign schools for those who have a firm intention of returning to the home land.

An additional language problem for migrants is that the High German (Hoch Deutsch) of the school is not the Swiss German (Schwyzer Dtsch) of the milieu and social interaction. Most of the migrant workers in Switzerland are Italian, or Spanish with a few Turks. The Italians and Spanish find it easier to learn French than German. Within the Kanton of Bern which is a German speaking Kanton, many migrants are concentrated in those cities that have the rights to French schooling.

6.2 Statistics

Only present school enrolments available. (See comment on p.166 and the Section on Comparative Statistics, 8.2, p. 183.)

Table 6.21 Pupil Enrolment in School Year 1976-77, Kanton Bern

Schulstufe	School Type - Division	Anzahl Schüler
	Kindergarten	14'139
	Primarschule (Normalklassen) Primary	100'478
	Primarschule (Besondere Klassen) Special Cl.	3'181
	Sekundarschule (inkl. gymnasiale Klassen) Secondary	31'186
	Gymnasien	3'793
	Seminare Teachers' Colleges	3'173
	Universität (Bestand Sommersemester 76)	6'454
Technical & Vocational Schools	Gewerbliche und kaufm. Berufsschulen	25'106
	Weiterbildungsklassen Further (Ed. Classes)	391
Agricultural Vocational Teachers	Landwirtschaftliche Berufslehre	2'059
Agricultural Technical Schools	Landwirtschaftliches Technikum	110
	Technikum HTL Technical Colleges	1'381
	Höhere Wirtschafts- und Verwaltungsschule Higher Economic and Administrative Schools	91
*) inkl. Berufsmittelschule including Vocational Middle Schools.		

Source: Kislig, S., Ausbildungsfinanzierung in Kanton Bern, May, 1977.

6.3 Summary of Interviews

The Swiss educators were unanimously adamant: *Declining enrolments are an opportunity*. We have always wanted to upgrade our system, to reduce class sizes and to further in-service education for teachers. We are trying to remodel our middle school--smaller classes would be an advantage there. We have always had small classes in the mountains--it is about time we had smaller classes in the towns.

Having listened to the arguments of concerned parents in those villages of Ontario about to lose their local school, or the small town about to be deprived of a high school, one can only marvel, on hearing a Swiss state official declare: *The communities are autonomous; if they want to keep a school with only two students in it, they have the right to do so. We cannot tell them to close it.*

Even as a civil servant from Ontario, it was startling to hear from a Swiss educator that the teachers are "elected officials": *We cannot fire them unless they do something completely unprofessional.*

There were no plans--indeed, it was unthinkable, they said, to make curriculum changes simply because there were fewer children in the schools. A child cannot be given less of a program simply because he is one of a smaller group. It would be unjust. Any changes in the school programs could come solely as a result of pedagogical or pedagogical cum-vocational needs (e.g., if the demand for a certain category of apprenticeship seemed to be diminishing--a new "vocation" might be added--together with relevant class work in the vocational school).

Stress was placed on the wonderful opportunities for in-service and up-grading of existing staffs given the present availability of some surplus graduates to fulfil the role of supply teachers.

That organizational changes were taking place in the programs within the Bern schools was not denied. These were in part a response to political pressure from "the left" to provide more equality of opportunity for more children. However, *these changes were not a response to declining enrolments; rather one could say that declining enrolments had, at last, made them possible*. Among these changes is an accomplished extension of

kindergarten from one year to two; and a proposal to move toward a comprehensive middle school.

The objective of the move to a comprehensive middle school is the *Förderung sämtlicher Begabungen und die vermehrte Chancengleichheit*, that is, the developing of all potential (talents) and the increasing of equal opportunity.

However, lest one's hopes for the results of the proposed reforms be raised too high, on the same page one reads that the differences in talents that individual students bring to the schools are so great that they can, *by no school system*, be changed into one hundred percent equal opportunity.

In the Kanton Bern this latter objective is being striven for by the decentralization of secondary schools, as well as the creation of regional higher middle schools.

The "goodwill of the politicians" in striving to decrease inequalities is shown by the tremendous increase in monies provided for *student scholarships and loans* in the past 13 years.

AUSBILDUNGSBEITRÄGE 1965-1976

JAHR	STIPENDIEN ¹	DARLEHEN ²	TOTAL
1965	4'006'314	33'620	4'039'934
1967	5'626'727	466'240	6'092'967
1969	6'968'883	449'119	7'418'002
1971	13'282'812	3'921'302	17'204'114
1972	17'988'119	1'999'929	19'988'048
1973	17'523'706	3'754'639	21'278'345
1974	17'985'664	2'524'315	20'509'979
1975	20'462'374	2'653'849	23'116'223
1976	20'859'132	3'608'494	24'467'626
¹ Scholarships			
² Loans			

The Kanton of Bern is in many ways similar to the province of Ontario. It is primarily rural yet contains prosperous industrial centres. The industrial centres have experienced influxes of migrant workers while the rural areas have remained relatively untouched.

The visitor's initial disappointment at not finding great innovations

underway, that is, innovations or wonderful solutions to the *problems* of declining enrolments, begins rapidly to be diffused. In its place comes a realization that here is a people seeing the decline in enrolments as *both an opportunity and a reason to do even more for the young people it does have*; a people that sees the role of the school, in a given community, of such importance, that *only that community may decide* when to dispense with its services; a people still with some appreciation for the role of formal education in the lives of its young people.

6.4 Program Changes and Innovations

None due to declining enrolments either executed or planned.

6.5 Procedures for Closing a School

Only the community may decide when to close its school.

Le XXIIe congrès de la Société pédagogique vaudoise La semaine de cinq jours et la quatrième rénoverée au centre des débats

Ce XXIIe Congrès a réuni à Beaulieu, le samedi 13, une assemblée qui nous a paru un peu moins nombreuse que de coutume. Environ 25 % des trois mille membres de la société ont participé aux débats. Ce phénomène, pas propre à la SPV, est regrettable car une communauté n'est vivante et représentative que lorsque chacun participe activement à la vie de la société. Le président de l'Assemblée, M. Clauser, a dirigé les débats de main de maître et on ne peut que l'en féliciter car il a su faire ressortir l'essentiel du Congrès.

La semaine de cinq jours provoqua l'intervention de deux orateurs. M. Perreaud, d'abord, souligna que cette mesure s'imposait, notre canton ayant l'horaire scolaire le plus chargé de Suisse. La décision dépend uniquement du Conseil d'Etat, ce qui rend impossible le recours à une initiative. Le Grand Conseil peut être consulté, mais ce n'est pas une nécessité. L'orateur reproche ensuite à l'exposé des motifs du Conseil d'Etat de ne pas tenir suffisamment compte de ce que le canton du Tessin a réalisé dans ce domaine. Tous les élèves accomplissant leur scolarité obligatoire ont congé le mercredi après-midi et le samedi matin. Mais l'école étant «un moment intégré à la réalité sociale» et non seulement une institution chargée de transmettre des connaissances, une certaine compensation des heures perdues était nécessaire. On l'a réalisée par une légère diminution des vacances et une meilleure répartition de celles-ci au cours de l'année scolaire afin de tenir compte des exigences médicales et psychologiques tant envers les élèves que les enseignants. C'est dans cette direction que, pour M. Perreaud, le Comité cantonal devrait, en accord avec les autorités, chercher une solution.

M. Michel Rod, membre de la VPOD, se livra à une critique sévère, qualifiée d'égratignures, de la politique gouvernementale en la matière et dénonça l'abus fait de la notion du bien de l'enfant qui peut couvrir bien des marchandises. La semaine de cinq jours n'implique pas nécessairement le congé du samedi matin. On peut envisager d'autres solutions. Quant à l'avis de l'Association des parents d'élèves, il est, selon l'orateur, négligeable car cette association n'est nullement représentative de l'opinion de l'ensemble des parentes. Le temps des consultations est passé et ne peut qu'aboutir à un renvoi sine die de toute réalisation. Le Comité cantonal se doit d'agir fermement. M. Künzi, président de la Société pédagogique, répondit que le Comité n'avait épargné aucun effort pour tenter de faire aboutir cette revendication.

Quant à la quatrième rénoverée, cette nouvelle année avec classes hétérogènes entrée en vigueur à fin août 1977, elle provoqua l'intervention critique du groupe des enseignants de la Haute-Broye, chargés de tenir ces classes. L'expérience a montré

que le programme commun comportait des exigences inassimilables par 60 % des élèves. La formation des maîtres est intervenue trop tard et a été insuffisante. Le matériel nécessaire est également insuffisant et a été livré trop tardivement. Les enseignants lausannois de la quatrième rénoverée sont également intervenus dans le même sens auprès du Comité cantonal. On aimerait pouvoir espérer que les mêmes erreurs ne seront pas commises lors de la création du cycle d'orientation en 5e année et en 6e année, c'est-à-dire qu'on n'imposera pas des programmes qui ne tiennent aucun compte des possibilités réelles de la majorité des élèves de ces classes hétérogènes, que les maîtres seront formés à temps et recevront avant le début de l'année scolaire leur matériel afin de disposer du temps nécessaire pour repenser leur enseignement.

D'autres interventions concernèrent l'attitude du Comité envers les membres, le statut horaire des maîtres, à définir, les examens d'admission au collège. Enfin, le Congrès adopta trois propositions. Mme Paillard, présidente de l'Association des maitresses enfantines, demanda la suppression d'un membre de phrase du rapport d'activité du Comité cantonal critiquant la commission chargée de l'étude d'un enseignement compensatoire; l'assemblée, malgré l'opposition du président de la SPV, lui donna raison. Une proposition émanant de la section de Lausanne demandant pour les enseignants ayant une classe de quatrième rénoverée «l'introduction d'un cours complémentaire théorique et didactique apportant aux maîtres une vision globale et approfondie du français...», le maintien de l'après-midi hebdomadaire d'appui, une séance sur deux sous la conduite d'un animateur, l'autre étant autonome avec organisation interne, et un effectif maximum de vingt élèves par classe... fut également acceptée. Il en alla de même quant à la proposition de la section d'Aigle demandant que, dans la future Ecole normale, les maîtres de pédagogie et de psychologie aient une expérience effective de l'enseignement et de la psychologie scolaire.

Trois allocutions entrecoupèrent les débats. D'abord, en tant que président de la Société pédagogique romande, M. Maspéro de Genève, montra

l'influence grandissante de cette association faite grâce à l'appui des sections cantonales. Elle est cause des progrès faits en matière de coordination scolaire. L'orateur espère aboutir également à la nomination des enseignants par le canton. Mais la condition nécessaire réside dans une collaboration toujours plus étroite et active des sections cantonales.

membres en prennent conscience et opèrent le redressement qui s'impose si la Société pédagogique vaudoise veut redevenir l'institution consignée et respectée qu'elle fut. Il n'est pas inutile non plus de savoir exprimer sa gratitude envers tous ceux qui œuvrent pour le bien de la SPV. F. Aerny

Le conseiller d'Etat et président du Gouvernement vaudois Junod insista sur les résultats obtenus, sur la décision prise de confier au cours de la prochaine année scolaire les classes de quatrième rénoverée aux mêmes maîtres afin que la période inévitable de rodage soit dépassée. Les travaux se poursuivirent quant à la suite à donner à la réforme des 1980 mais deux questions doivent d'abord être résolues: le statut des maîtres et la répartition des charges entre le canton et les communes, cela sur la base du rapport de la commission Weith. Si CIRCE II ne suscite plus le même enthousiasme que CIRCE I et CIRCE II, cela tient au fait que la coordination romande des programmes à ce niveau pose des questions qui ne sont pas simples à résoudre. En cette période de transition, la responsabilité commune des enseignants et des autorités exige une étroite collaboration.

Il revenait à M. Perrochon, membre d'honneur de la SPV, de prononcer la dernière allocution. Il dit son amertume et sa tristesse de voir les Congrès SPV manquer de plus en plus d'enthousiasme, les divisions dans le bayardage, la démagogie, les divisions et le matérialisme. Il souhaita que les

PART 7

SWITZERLAND - INDIVIDUAL INTERVIEWS
(ABRIDGED)

7.1 Financial statistician* - Ministry of Education, Kanton, Bern

The slope of our declining birth curve is very gentle. Since 1964 live births have declined by about one third, that is, 2½% per year for 14 years. Of course, that includes births of foreign children as well as Swiss.

We are mainly a rural Kanton, with a few industrial areas. On the average, we have about 10% of foreign children in our schools, but in the industrial areas they are more concentrated--the percentages are higher.

What are we doing about declining enrolments? We just have smaller classes. *We can't fire teachers.* We just don't replace the natural wastage. *In any event, a small class or school is a very strong part of a small community. We believe it is a social mistake to close the school. Communities would not want us to do that. One would be changing the entire social structure of the community.*

The Swiss, we know, are very willing to pay more for education; they have proved it. (By voting for it. C.M.)

We did not need to restrict or cut the numbers entering the teachers' colleges (seminare). As soon as students heard that there was beginning to be a surplus of teachers, they cut themselves back--fewer applied for admission.

I cannot understand why you ask about changing programs. One changes the program on pedagogical grounds, not just because there are fewer children. Why would anyone change the program for declining enrolments?

Communities and regions play a major role in deciding on a school program. At the Gymnasium level--region plays a major role. It would be unthinkable to close a class. *One can well define or calculate the costs of a class--but how can you calculate or define the benefits?* Regions want to maintain *their* characteristics, *their* school programs. It is all so clear and so obvious, we have to develop these good clear ideas as a basis for arguing with the Minister of Finance; but Switzerland is a rich country--that makes it easier I suppose. Isn't Ontario rich?

* Notes made from interviews conducted mainly in German.

The theoretical average class size is about 20-24 children, but in practice, this ranges from 30-34 to 12-14. There are huge differences depending on the region. We have maintained a school with only two students in it because the region did not want to close it. One must remember that teachers are employees of the state; within a village the teacher is often the heaviest tax-payer in the community.

Among Swiss students, I would say about 6% go into the Gymnasium, 5% go into teacher training, and about 40-50% take vocational training. They get an apprenticeship at 16 years, and attend the vocational school 2 days a week. After about 4 years of that they can go onto a technical college. (See p. 165 C.M.) Bankers, in Switzerland, are not usually university people, they have taken vocational training.

For migrant children, we think that understanding comes through language and we try hard to teach them our language and culture. We also help them maintain aspects of their own culture and language; in fact, we give them subsidies for mother tongue training. Some workers stay 10-15 years--some get Swiss nationality. Between 1 and 2% of the foreign students go to the Gymnasium, many go to vocational schools.

To improve interracial understanding, we are trying to influence teachers and the general atmosphere of schools, but I think that the means, of interfering or influencing this, open to our Ministry of Education, are very, very limited. Right now, we are trying to get Italian parents onto the school boards.

We have a homework service run by Swiss parents to help foreign children with their assignments.

Program-wise, the *Swiss system is very liberal*. We set objectives for each school year, but the teacher can choose the books and the methodology that he or she will use. *The objectives are set by Parliament*, but come from the Ministry of Education.

What criteria do we use to select teachers? There are as many criteria as there are school authorities. (The local authorities select the teacher, the state pays his/her salary.)

7.2 Superintendent of Education, Kanton, Bern

Yes, our enrolments are declining, but slowly. We are closing schools in the cities but opening classes in suburbs like Zollikofen. The inner city is to some extent in recession. Many foreign workers have gone back, but only those without families. Those with children tend to stay so we have no reduction of immigrant children; although those who stay do seem to adopt the norms of the dominant group--the longer they have been here the lower their birthrate.

Right now we are under pressure, political pressure, from the left, to reduce class size. They would like to bring all these classes of 30 down to 23 or 24. With the decline in enrolments we are at last able to do this. We do not fire the teachers; we just make smaller classes.

The public schools are the affairs of the communities (the Gemeinde). Every community is autonomous. If they do not wish to give up a school or a class, no one can make them. We have schools with classes of 5-6 pupils. As the communities are autonomous, it is very, very difficult to close schools. We cannot tell them to do so. Small communities such as those in the mountains do not want anyone to take away *their last symbol of cultural significance*; and we do not want to take it away. The school is the sign of their autonomy.

At present, in the towns, we have many older teachers; so of course as they retire we do not replace them. Retirement comes at 65 for men and 62 for women. We do not encourage early retirement; the pension is reduced. One can retire early, only if one is ill. This is not often used.

Q. *Now supposing your decline in enrolments really became quite sharp. Could you contemplate at all that people would want to change the school program or reorganize schools because there were so few students? For instance, you say that you have very good vocational schools; supposing there were very few students for some of the classes, would you cut out these classes?*

Reorganize? No. I don't think so. Because our vocational schools are quite different from the vocational schools in the United States, for

instance, or in France. Our children go to school, to the real normal schools, nine years. Then after the nine years they take an apprenticeship. They go to a factory, they go to a baker or to a carpenter, to learn a profession, and two days a week they go to the vocational school. That is the apprenticeship. After three or four years they have the degree--I am now a diploma'd baker, or whatever.

Q. Do all vocational schools cover all vocations?

No. If they want something special then maybe they would have to travel from here to Zurich to that school or to another town. We collect them together, you see.

Q. And who would pay their travelling expenses?

I don't think they have to pay themselves. I think that the community pays. *The professional school does not depend on our department of education here. That is another department in the Kanton Bern, a department of public industry.*

Q. Can you imagine that the time will come when you will fire teachers?

We can't fire them. They have been elected for a place and we must give them a job. I can't imagine for a moment, no, I can't. There was a time up to about 1974, we always had too few teachers, there was a dearth of teachers. Then about two years ago there were too many teachers. We reduced the number of those who were admitted to teachers' training school. (Others told me that the reduction was not really deliberate--there were fewer applicants, see p.163 . C.M.)

Q. Were there any teachers who were without jobs? Unemployed?

Yes. There still are unemployed teachers now. But we predict that within about six or ten years maybe we will again have too few teachers.

Q. Are you making any projections?

We are making them, but all the projections we make are *wrong*; nearly every one is *wrong*. So we must be flexible. For instance, this year we had about 200 teachers too many, so we took great measures to employ them by designing courses for the teachers who are already employed but need

in-service training. But when we looked for the unemployed teachers to act as supplies to replace the teachers needing in-service, we couldn't find them. We didn't find enough teachers without work to fill all the classes where the teacher wanted to have in-service training courses.

Q. How long were your in-service courses? One year? For six months?

Oh. Not very long. About three weeks, one teacher; but we wanted and were prepared to take, a very great number of teachers in those courses. But, as I said, when we wanted to get those unemployed graduates to take teachers' places, we didn't find enough.

Q. What would you say is your curriculum priority at this time? For instance, you wanted to give in-service to teachers--was there any particular subject that you were focusing on?

Yes. Last year it was music and drawing, arts, yes. What else? French. This year it is physics, mathematics, gymnastics and technical drawing.

Q. Now, would you tell me something about your programs for migrant children?

Here in the town of Bern we have about 15% migrant children but in places like Biel it may be 30 or even 40% in some areas. With the migrant children we try to get the very young children into kindergartens, pre-school institutions so they learn the dialect of the city, in the German part, because we don't speak German as you know, we speak our dialect, or they learn French in Biel and the French speaking part of the Kanton. So when they enter school they are more or less on the same language level as their comrades. They learn French speaking better than the German speaking because Italian and Spanish are similar to French. They are romance languages. So the problems of the immigrant children diminish.

In our Kanton, when a pupil first arrives from Italy or from Spain, in the second or the third grade, then they get private lessons in German or in French, given by the state. Or when there are maybe five, six, seven pupils needing private lessons, then they come together. Up until about five years ago, we used to have classes of "adaptation" where these

children were assembled together for maybe six months to a year until they knew the language of the place and then they entered the ordinary class. But we have found that psychologically it is much better to mix them from the very first day in a normal class and withdraw them for German or French lessons. As to the material, you must know that Spain and Italy are European countries well known to many of our teachers. We take our holidays in Italy and Spain. And so already in the first class the children can talk about their country or we speak about their country, so that they can keep their identify. *And that is very, very important. To keep their identify and at the same time be--not assimilated but integrated into our society where they are now living.* That is very important, otherwise they form a certain ghetto and we don't want in the second generation a manual worker.

In the second generation we are hoping for more education and more culture, yes. Or even the possibility to learn the same professions as Swiss children.

Q. At the moment I suppose that there are not many going on to the Gymnasium?

It depends. Those who have been here ever since their first years, were born here, they have the possibility of going on to the secondary school, to the Gymnasium and so on, even to the university. And I should say that the proportion of the immigrant children who go to the higher schools is about the same as the proportion of the same social class of Swiss children. You must look at the social class here; and so I should the proportion is about equal; on condition that they were born here and have been learning the language ever since they were small.

Q. You don't have many Turkish immigrants?

In one locality we have Turkish immigrants, but very, very few. In Germany, they have Turkish and Greek and Yugoslavian. We have especially Spanish and Italian. Mostly Italian, then Spanish and that is better for us.

Q. In the secondary school what languages do they learn?

Well, the normal thing is--I speak now about the capital Bern--in

the fifth grade, at about 11 years old, every secondary pupil has to learn French. You know we have the selection after the fourth class. *One half of the pupils make the secondary school, they have to learn French. And the other half continue the elementary school until the ninth class.* And here they must learn French from the seventh class. Every community can introduce French from the fifth class or the sixth. Now about three-quarters of all communities of the Kanton of Bern begin French in the fifth grade in all classes. Then in the secondary school in the seventh class we have an additional optional subject, either English or Italian. Most of the pupils take English. And you know why, English is the world language. Italian is our third national language. We have four national languages, German, French, Italian and Rhaeto Romanisch. Our third official language is Italian but nevertheless they choose English. And now we have experimentation to give them at the same time as English and Italian; so they have got four languages. German, French, Italian and English. And they manage them well, very well. Of course, the more languages you learn the easier it becomes.

Q. *How do you answer people who say that if students are taking all this time for languages then you are depriving them of the opportunity to learn the sciences?*

We have the sciences as well. Mathematics and physics and chemistry and biology.

Q. *How many hours a day are students in school?*

The maximum is 36 lessons of 45 minutes a week. There are pupils who take orchestra maybe who have 37 lessons a week.

Q. *How much are you giving of the mother tongue to your immigrant students? I understand that the Kanton is giving some money to the various cultural societies, the Italian cultural society and so on so that they can hire some teachers to work with the children. Is that after school or in school?*

Oh, you mean the Italian teachers who come here to give them Italian, their mother tongue. That is four lessons a week, of 45 minutes. It is legal to hold them during school time but most of the parents don't

want to lose school lessons, so maybe we have two lessons within the school time and two lessons outside. Or sometimes four lessons outside or all four are inside and then they get freed from their normal classes and go to the Italian lessons or to the Spanish lessons or now to the Turkish lessons.

Q. Who pays for these teachers?

The foreign country, Italy or Spain or Turkey.

(Note: the financial expert told me that the Kanton was *subsidizing* these classes. See p. 164 C.M.)

Q. Do you inspect those classes?

When I was an inspector years ago, then I went sometimes there. Most of our inspectors don't understand Italian or Spanish so they don't go there.

Q. In Düsseldorf, the German inspector was inspecting the Greek class but he took a Greek inspector with him. Now the German didn't know what the teacher was talking about but he just didn't like the fact that she was talking too much. Do you have foreign inspectors?

We have an Italian inspector here and of course he goes--well sometimes he goes. I don't want to give judgments about those lessons.

Q. Are you aware of any schools where the teachers or maybe the principal is making some big effort to have good understanding between the immigrant children and the indigenous population?

I am president of a Kanton commission for that. That was the reason why I choose that subject in America too (at the IMTEC Seminar on Multiculturalism. C.M.) We make many, many efforts at that, or as many as possible. For instance, in the teacher training schools, the teacher of methodology has to introduce the future teachers to those problems. They must know how to treat the foreign children; how to accept them; how to integrate them in the classes, and assess at the beginning--their individuality and identity. I speak about identity, foreign identity. And also to say how to keep them with the others (integrate them) and to tell them where the problems of those children are, because the problems do not lie in intelligence or in lack of language. The problems are social and

and that's a question that the teachers cannot resolve themselves. Social problems are problems of the whole community; and so we have committees in the towns, in the bigger localities, composed of representatives of all the churches and social welfare, the school, and so on. Or we have parents' committees who help the foreign pupils with their homework. And in the city of Bern there is a great organization for that. The name is *Aufgaben Hilfe*.

Well, there was a lady from France here, last November it was, who wanted to look at what we are doing in the teacher training for the foreign children. I let her into a class where many of the foreign children were, it was a first or second grade but she couldn't distinguish which of the children were foreign children. She couldn't identify them, because they spoke so fluently the German language. Then I took her into a lesson of methodology in the teacher training school here. We observed lessons where the teacher introduced future teachers into those problems. So she could see what we were doing. She understood why she couldn't distinguish the foreign children. *It is our teacher training*. But you see when the children are integrated from the kindergarten and they speak our dialect they are companions like any other one and so the pupils don't differentiate one from the other.

Q. How early are you taking them into kindergarten?

It is one profit of the decline in enrolments that we can take them two years before school begins.

Q. That would be at what age?

That is from five to seven.

Q. Because school is from seven?

Yes. They must have fulfilled their sixth year at New Year's even when they begin school in April. So the youngest are six years and three months old.

Q. So in the kindergarten the youngest would be four years and some months?

Yes, that's right.

Q. Do you find much resistance to early enrolment from the immigrant parents?

Immigrants?

Q. Guestworker parents!

Yes. We have. There is one problem here in Bern especially. There is an Italian school that was formed in 1963 when the effects of migration were very large. Now the Italians say we don't want to put our children into a Swiss school. They must learn Italian like in a ghetto. *Now we must order or we must deal in the interest of the foreign children, not in the interest of the foreign parent.* The parents don't know whether their children will stay here or not. They are no longer Italians because they are born here, yet they must be able to be more Swiss if they want to remain here. They must be in the society, a member of the society. So there is resistance because all Italian parents want to go back to their country: *We want to die there.* Of course they can, but the children will probably have to live here. If they go back now to Italy, where there is no work, they are declared foreigners in their own country.

PART 8

8.1 Educator, OECD, Paris

One can say that falling enrolments are a general demographic trend. It is a trend that has been one source of contention. Some non-education authorities such as Finance Ministers or people at OECD who reflect finance ministries' viewpoint, say now we can revise our notions of what proportion of national budget should be allocated to education. Whereas educators see this as an opportunity to raise the quality of education, non-educators see it as an opportunity to shift the focus to non-educational purposes. Declining enrolments do heighten the debate on financial resources.

How this will be resolved will depend upon the politics of individual countries. Where the teachers' unions are stronger, the resolution may be at least that educational financial resources do not decline. There is a new interest in special education because it's a form of education that requires more teachers, and would profit from smaller classes. We also see interest in improved resources input in the form of richer teacher training, specialization of teachers, improved teacher-pupil ratio. Teachers' salaries are, after all, the main form of educational expense.

It all raises a very fundamental question in education: *How productive is education when you add more?*--better teachers, counsellors, reading teachers, etc. Researchers cannot prove that smaller classes are better, we have a dearth of accepted knowledge. Dropping the pupil-teacher ratio from 25-1 to 20-1, we cannot prove it is better.

Q. I think recent studies tend to show that the factor having most effect on a child's performance in school is the educational-socio-economic background of the home. On this question of the financial debate. I was rather surprised that, in England, Germany and Switzerland where I spoke to educators of some standing, they were all so unanimous in their insistence that this was the occasion to improve the quality of education. Is this your experience?

Have you spoken to any finance ministers lately?

Q. One of the people I spoke to in Bern was a highly placed "financial expert." He mentioned the debate over resource allocation, but agreed education needed up-grading.

Then as a system, the department of education there must have done a good job of public relations. It is really just a matter of whether this opinion prevails *outside* the bureaucracy as well as inside, and inside the political parties when relative legislative committees get together to review resource allocation.

Q. Are you aware of any countries where they are closing schools and firing teachers?

Closing schools, yes. Firing teachers, no. New teachers who have no jobs, yes. I have heard that in the United Kingdom there are new teachers who wait three or four years after getting out of teachers' college without a teaching job. Then a peculiar thing happens: When a Local Educational Authority is hiring and they compare someone who left teachers' college four years ago and has never taught with someone who has just left with practise teaching fresh in their minds, the Local Educational Authority prefers the newly graduated teachers.

Q. Which countries are closing schools?

The United States and Canada.

Q. But any European countries?

We do not think so. We do not hear of them. Yet when I travel across the French countryside I see closed schools. They are part of a long term consolidation. As the rural population has declined, schools have been consolidated. One of our programs has to do with the problem of rural areas that become practically deserted and which the young people leave anyway. The child-bearing population has moved to the cities and the suburbs.

Our project is concerned with techniques of "distant-teaching"; how does one educate in sparsely populated areas? Some countries have a long tradition of small schools. *Norway, for example, with a population of two people per square mile has always had small schools, schools with two or three students per teacher.* It is a matter of national policy. It is not good to take a young child out of the home community, so they maintain small schools. They consider it only fair that all children have an equal educational opportunity. An ignorant Norwegian would be a reflection on the country as a whole.

Q. I found the same attitude in Switzerland. They say the school is an important cultural focus for the community, besides which the teacher is often the biggest contributor to local taxes. The communities would fight tooth-and-nail to avoid losing their school. Is that also your experience?

Yes, that is quite right, there is a whole system here; the teacher is part of the community, makes it a lively place, pulls the community together. Take out the teacher, you change the whole social structure. You collapse an important part of the social environment. You can cause that community to decline.

Q. This was part of the argument used by parents' groups in Ontario. Yet apparently in North America that argument does not seem to weigh as strongly.

The difference between North America and Europe in this respect is strikingly significant and surprising sophisticated. One can listen here to the regional sociologists who have done perfectly serious studies that tell one the same thing. If the society does not care, and believes in mobility for mobility's sake under the notion that mobility is part of the progress, both social and economic, of the society, then you will say that it is the price we have to pay for progress; but people ought to know about that price and the society in fact, ought to debate whether it wants to pay that price, and whether or not there are costs--negative costs--that make that price a questionable one.

Today, at last, we are beginning to ask that; there are various aspects of "location" being debated: the insistence upon the reasonable viability of local identity, languages, culture--these are general trends appearing in all countries. Closing churches has some of the same significance. The kind of debate suggested by school closing is a lot larger than the school closing issue. Whether the political leadership in our Canadian and American tradition can get down to the kind of debate, can generate enough debate of all the interested citizenry and the national level interests, and could find a way whereby some reasonable decisions, both from a community and national interest viewpoint can be made, is an interesting political question.

Incidentally, I am aware of your conditions and problems because I was involved in the review of Canadian educational policies.

Q. Could I remind you of my earlier question? Are you aware of any countries where they have changed their school program as a result of declining enrolments?

No, I am not. Certainly not because of declining enrolments, there are changes in program *because of changes in the character of the enrolments*: many Greeks say in Germany, or Algerians in France, or Spaniards in France, or Portuguese. You must be aware of the fact that in countries like Germany and France large proportions of the work force are neither French nor German and increasingly their families are with them, although with black Africans there are few families with them; yet increasingly this means educating children who are not French and not German. There are changes in program because of that.

Q. I noticed some adherence, at least officially, to the concept of "guest workers not immigrants," people who will be returned to the old country if economic conditions deteriorate. Am I correct in this understanding?

Yes, at least that is what they say. Now, when we have just been in a period of economic decline, this was the time for them to return. Certainly some took the lump sum bonuses (France and Germany) and went back; very few new workers in this period have been invited to come as guests. On the other hand, we do not know how many returned illegally; we suspect we have great numbers of illegal workers, it is very easy for them to get in. Mainly they stayed in spite of the recession; there is no great decline in the foreign population and the unemployment figures for both aliens and native-born seem to be about the same. You see, you must take into account that the guest worker is a very productive worker; the typical guest worker's age is that of the productive years of life, that is, between 20 and 40 years. They have few very old people with them to be a charge on the economy and fewer children at least for a while. The guest work group are a more productive segment of the population than the native-born so you cannot really expect that the economy will just throw them out when there is a certain amount of unemployment.

Furthermore, the longer they stay, the more they become part of the structure of decline both by what work they do and by what they consume. A whole system of expectations is built based both economically and socially upon the needs and desires of this group of people. They are not guests--they are *permanent guests* as we say.

Q. Given that many do become permanent guests and their children are born and grow up in the new homeland, I did not feel that there exists any strong impetus toward making the children fully participating members of the new societies. Is this your experience?

That is a sticky political issue. If you go to Sweden, they will tell you that these people are permanent Swedes. That does not mean that they are entirely successful in integrating these children, but they do not seem to have any illusions that these people are going back to Iran or going back to Pakistan or to Italy. If you speak to people from other countries, however, there seems to be this illusion that people are going back. The question is: *How long does it take for this notion to be changed?* I am reminded that by now in the United States there are more than one million Puerto Ricans, but there are only three million in Puerto Rico. If the American Puerto Ricans ever went back they would have people spilling out on to the beaches--the population density is seventy per square mile; some cities are not that yet. You have social illusions that persist in societies and how long it takes to change that I do not know. One of the programs we are hoping to set up at OECD is an investigation of these problems. The member states of OECD are already formulating policies, working with both sending and receiving countries, on emigration and immigration. They have a positive attitude, recognizing the need for investment in the countries from which the people came. In the long run the only way you stop this kind of migration is by providing work in the lands from which these people have had to move.

But we have to look at the problems as they are now in such an area as education. We have one program (related to part of your own assignment) which is called, "The Financing, Organization and Governance of Educational Services to Populations with Special Needs." Within this program we are just at the point of starting to design a mapping exercise. We are asking

each country to cooperate in describing what are the criteria by which various population groups are designated as being in need of special treatment. What we have seen is that *equity of treatment* is not really the end, but what we have been moving toward is that various population groups should get education treatment *appropriate to their needs*. Some countries designate a whole range of special populations: those who are handicapped--physically or mentally; people who live in socially disadvantaged communities; people who are language minorities; people who are recent immigrants; people who are very talented in certain special ways; people who are living in remote areas; people who are from certain religious groups; a whole long list that when totalled up becomes a sizeable proportion of the student body. This really becomes an important generalization with respect to policy--so what we are asking then is--what would be the picture if we were to map out the criteria by which ordinarily educational authorities tend to designate certain special populations. Then we may be able to say something more general.

Q. I began my visits by asking formal questions such as "What are your criteria for selecting this or that?" But I found people immediately dried up, referred me to some other authority or were noncommittal in their replies. One Englishman told me such things "were floating around in somebody's head--but nobody wrote them down." I found that I have had to let people ramble somewhat and then I deduce or infer the criteria. Do you think people will complete your questionnaires?

Well, if they do not we will have to deduce the criteria, given their performance--that is--whom did they choose for special treatment? Our English friends are very good at having non-written or informal rules and regulations. It leaves the British administrator with more sense of his own flexibility and capacity to use his own judgment. One has to be more painstaking that is all and find out what they do do.

Q. I found also some contradictions in purpose. Educators everywhere stressed the non-desirability of ghettos, but would then add, "We will give Turkish only in these two schools and Greek only in those four." Would you care to comment on this?

It depends upon the nature of the ghetto. Is it a community of privilege and common purpose or is it a community of rejected and under-privileged? If you came from a Turkish area, are you more likely to get a job or less likely to get a job? Just because people live separately--that does not make a ghetto. If so, then people who live in Scarsdale, New York, live in a ghetto. It is difficult for you to get at problems like this. Underneath, there has to be some standard of values. It is good for Turkish--to become literate in Turkish--it may be a good thing. In some ways they are better off than if they had stayed in the old country. On the other hand, there is another value entirely--integration into German society. The people taking this value say, no, it may be a sacrifice. It may be difficult but we think that the children should start out in German; initially they may be a year or two behind educationally, but ultimately they will become German citizens and part of the German community and they will not be part of this kind of separation. One has to see which underlying social, moral and political values are the basis for making the prescription and who holds these values.

Q. A middle of the road aim, with both the rights of the migrant children to mother-tongue retention, and the right to be taught the language of the new country seems to be the route being taken in most places. What I have not seen are any programs for the indigenous children that would help them accept the newcomers, no programs designed to ensure cross-cultural understanding. Are you aware of any?

That lack is to be expected; there always will be nationalistic communities. It would be a good place to begin international education in the United Nations sense. It would require extra resources, writing curriculum, changing of teachers-in-training, their attitudes and so on. You may be right. There is not enough of that.

Q. But I have not found any.

We are not aware of any. We have not gotten into that, into the details of that kind of curriculum. There are an infinite number of problems. Take, for example, the great popularity of questions pertaining to women and women's roles in society. If you were to examine curricula in

some detail, the first problem you would find would be, not pertaining to immigrant children, but pertaining to curriculum given to girls to prepare them for a more modern role in society, which is a very touchy, controversial issue. That is the kind of question that would slough the issue of curriculum for understanding immigrants right off the agenda. There is a competition among social issues with respect to education and they do not all get on the agenda.

Q. I suppose my concern is that educators have not yet awakened to the fact that with cheaper travel, especially by plane, the whole world population is mobile--wherever there is economic opportunity, people are going there. The world is shrinking and we have to learn to accept and cooperate with one another.

What we have been trying to do with our project initially, is this. There is an interesting generalization, although in the case of each group the historical reasons may be different, in that many educational systems have recognized the right of certain of their own groups, say Inuit or Indians or Aborigines or Gypsies or children with special talents, or handicaps, to special educational help. In other words, we have a general policy here. Now perhaps language needs are just a broader context of that policy. We want governments (and Canada will be one) to map out the "whole universe" of their special populations. Then from that our next step would probably be to break out from that the cultural minorities. Even that is different for different countries. Migrating Europeans are a different problem from migrating Lapps. If one is dealing with a recently arrived minority group compared with that that has been in a country for a long time, such as the French in Canada or the Catalonians in Spain, or the Blacks in America, these are different problems, I think.

Q. The research on prejudice does show that it is much more difficult to change attitudes ingrained over centuries, than to change attitudes so new as to be hardly yet formed.

We also want to look at policies for the indigenous groups such as the Indians in your country and mine or the Lapps--as manifested by the Finns or the Swedes. I hope that we shall manage to get Canada-wide participation--all the provinces. You really have ten different systems.

Q. We are not unique in that. One of the reasons I visited Germany and Switzerland is that their educational responsibility lies at the equivalent of the provincial level--with the Land in Germany and with the Kanton in Switzerland. I think that where education is at the provincial level, politicians have to be far more responsive to local pressures than when, say, you have a national minister such as in England. There I found a bureaucracy almost sheltered from contact with the world.

Yet one finds that there are people in Canada arguing for a national educational policy. On some issues it is a disadvantage not to have more national exchange, research, teacher training and so on. That would not necessarily make education more remote. Then too, there is the question of size . . . Ontario is already larger than Sweden. One does not always solve the problem of closeness to the people by subdividing responsibility. A difficulty of our democratic organization is that we elect a government that hires a bureaucracy to carry out its work. Then the people who elected the government want also to have direct input to the bureaucracy. It's often caught in the middle.

Q. Do spokesmen for the migrant groups have any direct input to your organization?

No, only what we read in our newspaper surveys or when we do a detailed study of a system such as we did in Canada--then a minority group might speak to us. Most of our information comes from the systems themselves.

8.2 Comparative Statistics

Table 8.21

BIRTH & FECUNDITY - RATES

Country	Birthrates per 1,000						Fecundity per 1,000					
	1972	1973	1974	1975	1976	1977	1972	1973	1974	1975	1976	1977
CANADA	15.9	15.7	15.4	*			52.4	52.1	51.6			
GERMANY (F.D.R.)	11.4	10.2	10.6	9.7		**	47.1	42.1	38.7			
SWITZERLAND	14.4	13.6	13.1	12.4		11.5	54.6	48.9	46.2			
U.K.	14.9	13.8	13.3	12.4			62.1	57.1	50.5			

Source: U.N. Statistical Yearbooks 1972-77

Note: Occasional figures are based upon a previous year's statistics.

* Source: Eurostat, 1977 ** Source: Swiss Consulate

Table 8.22

STUDENT ENROLMENTS (BY LEVEL)

GERMANY (F.D.R.)	1973	1975
Pre-primary	1,468,135	
Primary	6,499,824	6,425,217
Secondary	5,076,139	5,464,276
(a) General	(2,836,778)	3,176,508
(b) Vocational	(2,239,361)	2,287,768
Tertiary	729,207	840,757
CANADA	1973	1974
Pre-primary	349,204	384,921
Primary	2,611,603	2,617,333
Secondary	2,719,051	2,629,409
Tertiary		706,652
ENGLAND & WALES	1972	1974
Pre-primary	48,059	
Primary	5,454,376	
Secondary	3,868,396	
(a) General	(3,660,541)	
(b) Vocational	207,855	
Tertiary	538,469	
SWITZERLAND	1973	1974
Pre-primary	--	--
Primary	561,773	561,645
Secondary	476,723	499,457
(a) General	(311,534)	(323,743)
(b) Vocational	(155,172)	(164,463)
(c) Normal School	(10,017)	(11,251)
Tertiary	60,329	60,584

Source: Ibid.

Table 8.23 PERCENTAGE EXPENDITURES ON EDUCATION

	% of G.N.P.						% of Total Public Expenditure						
	1970	1971	1972	1973	1974	1976	1970	1971	1972	1973	1974	1975	
CANADA (Ontario)	8.6	8.5			7.6	6.9	22.9 32.5			21.2	27.2	27.0	(1977)
GERMANY (FDR)	4.0	4.5		4.1			13.8	15.0		14.0			
U.K.		* 6.1				(1976) 6.7							
SWITZERLAND	4.2	4.3			4.8	5.0*	18.4	17.9			19.5	20.2	**

Source: Ibid.

* Various other sources including Consulates. ** CODE Interim Report

Table 8.24 PERCENTAGES OF UNEMPLOYED

	1966	1967	1968	1969	1970	1971	1972	1973	1974	1975	1976	1977
CANADA	3.6	4.1	4.8	4.7	5.9	6.4	6.3	5.6	5.4	6.9	7.1*	8.1*
GERMANY (FDR)	.7	2.1	1.5	.9	.7	.8	1.1	1.2	2.6	4.7		
ENGLAND AND WALES	1.5	2.3	2.5	2.5	2.6	3.5	3.8	2.7	2.6	4.2		
SWITZERLAND	.30	.26	.30	.18	.10	.10	.11	.08	.22	1.02		

Source: Ibid. *Statistics Canada, Labour Force Survey, 1977.

Table 8.25

TEACHERS' SALARIES AS % OF EXPENDITURE (EDUCATIONAL)*					
	1970	1971	1973	1975	
Canada	54.0	54.0	56.0	(Ontario) 57.1	
Germany	78.0	--	70.4		
Switzerland	61.0	57.0	51.3		
U.K. (England and Wales)	49.0	49.8		69.0 *	
<div>Source: Ibid.</div> <div>* Unofficial Estimate</div>					

8.3 Summary

From the three countries visited one retains some potent images:

1) the extreme importance given to the role of the school in the cultural, social and economic life of a small community, together with the inalienable rights of that community to retain this symbol of its viability; 2) the strength of the teachers' position, a chosen official, sanctified and unfireable; 3) the vision of declining enrolments as a God-send, an opportunity to upgrade education at all levels; and 4) the concept of publics still devoted to education as a panacea, still willing to place more of their money into education's coffers.

Comparing the statistics published by various countries is a precarious move at best, the full danger of which can only be appreciated when one compares the statistics given by the country concerned with those issued by the U.N. for that country. One can only hope that the U.N. statisticians have tried to adjust terminology and inclusiveness to ensure some degree of comparability. One conclusion, however, can safely be drawn, that to greater or lesser degrees, all industrialized countries have been experiencing falling birthrates since the advent of modern methods of contraception. What is more, the effects of these declines, to date, have been felt mainly at the elementary schooling level, where the non-specialization of teachers has provided a flexibility that will be missing when the effects begin to require adjustments in secondary school organization and program.

In Europe, particularly in Britain, transfer to secondary schools at age 11 or 12 (two years younger than in Ontario) means that the effects on secondary schools will be experienced earlier, and are to some extent already present, although being camouflaged by other events such as the move to comprehensive secondary schooling, and the British drop-out rate, which at 29% is said to be exceeded only by those of Portugal and Northern Ireland.

Since in all countries, a major factor in any calculation of finances for education is the number of children in need of services,

any decline in numbers of children served has an immediate effect on the amounts of monies available to school authorities. As the educator from OECD pointed out, finance ministers immediately wish to open the debate on the reallocation of state finances to priorities other than education. A drop in class size from 28 to 21 has no immediate effects on the fixed costs of facilities and staffing, but when every classroom run by a board is thus affected, the board's income drops drastically. (See CODE Working Paper, No. 9, p.151)*

In Britain, extra money has been made available by the state to those municipalities experiencing "falling rolls"; in addition, the *fact that the municipality, not the education authority, receives the money in the first place*, means that a municipality, if it wishes, could decide to spend less on roads or parks while waiting for some natural wastage of teachers or other buffering event to occur. At the school level, the habit of some LEA's of *staffing on last year's needs* tends to cushion immediate effects. In Germany and Switzerland, where *teachers are civil servants, chosen locally but paid provincially*, there is strong local reluctance to dispense with their services, while any cushioning needed is effected or hidden at the state level. (An interesting financial reversal is in effect in the Kanton Bern, each community is assessed for and contributes to the provincial teachers' salary fund).** (See Appendix 9.3, p. 209)

Teacher Redundancy

With teachers' salaries accounting for a major portion of expenditure on education, there is a natural tendency, in North America at least, to look at staff firings as the primary route to reductions in educational expenditures and fiscal harmony. It is worthwhile, therefore, to note that while teachers' salaries account for approximately 57% of

* Scott, J., Glenn, Edward S. Hickcox, Gerald T. McLeod, Doris W. Ryan, "The Impact of Declining Enrolments on School Governance and Administration in Ontario". Commission on Declining Enrolments, Working Paper No. 9, April, 1978.

** Four sevenths of total cost is assessed against the total of the municipalities. Three sevenths is contributed by the state. The contribution of an individual municipality is based 45% on its taxpower and 55% on the numbers and kind of students it sends to school.

board expenditures in Ontario; in Germany, where no firings are contemplated, 70.4% of education's budget is spent on teachers' salaries. The Swiss would appear to have more room to manoeuvre, since teachers' salaries as a percentage of expenditure have fallen from 61% in 1970 to 53% in 1973. (The latest year for which figures are available). It seems that rather complicated legislative procedures are necessary before teachers' basic salaries can be changed (although local communities are free to give extra bonuses under some circumstances). (See Appendix 9.3)

In none of the three countries visited were firings planned.

Six R's were perceived as the means of coping with any surpluses:

- Restricted entry into the profession;
- Relocation and some reallocation (to different subject areas);
- Release time increases, both for lesson preparation and inservice training;
- Ratio reduction (pupil/teacher) at all levels;
- Retraining, either for more needed subjects, or for other allied professions;
- Retirement of the old and/or the tired (except Switzerland).

The strength of the teachers' unions in all three countries is not the same, but the strength of the N.U.T. in Britain when negotiating with an elected *Labour* government, is matched by the strength of the position of teachers in Nordrhein Westfalen and Kanton Bern when, as *chosen civil servants*, they negotiate with a government that cannot fire them. That the countries having the lowest unemployment rates are those most reluctant to fire teachers may raise both a question and an answer. As a German state official remarked, when reacting with some horror to tales of Toronto firings: "But if we fire them, they would have to collect *unemployment pay for doing nothing*, surely it is better for us to pay them more and have them working productively in a school."

When meeting with foreign teachers and educators, particularly the German and Swiss, one was immediately struck by their confidence in themselves, their sureness in their roles and their general aura of integrity. Reflecting on the morale of our own teachers, one could not but wonder about the effects of the present practice of some Ontario

school boards, that of announcing with trumpets large scale firings to come (with numbers that are often scaled down later). The effects of this upon one of the greatest forces for good in a school, the morale and motivation of the teachers, must be questioned. (See CODE Working Paper No. 12)*

Although Ontario has recently moved towards the concept of a basic teaching certificate for all teachers, with specializations to be *added later*, the problem remains in all countries that the question of *teacher redundancy is complicated by the present existence of a great deal of teacher specialization*. Even in England where, in theory, "a teacher is a teacher; is a teacher first, and a specialist second," in practice, teachers tend to cling to acquired specialities, for that is where status and bonuses lie. Each of the British educators with whom the writer spoke had his/her own tale to tell of mathematics and science teacher shortages, children being taught by incompetent teachers, and the urgent need for retraining if teacher reallocation, not redundancy, was to be a workable solution.

The Nordrhein Westfalen projections and ratings of job opportunities by subject or specialty (See Section 4.2, pp. 120-5) are prepared and published in advance. Such information is not available in Ontario, although various agencies, such as OSSTF have had trial runs. There are difficulties in making such predictions in Ontario because high school students have had great freedom of choice under the credit system. However, their choices are becoming more limited; this may make predictions of teachers needed less of a gamble. The advantage of having such predictions, is that not only could they be made available to would-be teachers, but also more restrictive regard might be paid to them as students are enrolled in teacher education institutions. As

* Hunt, David E. and Janice S. On the Psychology of Declining Enrolment with a Brief Review of Attempts to Cushion the Negative Effects of Professional Unemployment. CODE Working Paper No. 12, May, 1978.

pointed out by Hunt and Hunt^{*} however, students still may, for many personal reasons, choose an overcrowded profession or subject area. Too many restrictions may have the effect of discouraging those for whom teaching is a true vocation. The present task is to balance the common good with that of the individual. Society cannot afford to educate too many, too narrowly. Reallocation becomes more difficult; the ability to cope with the teaching of several subjects within the smaller high school becomes an impossibility. The British suggestion that only mature applicants with work experience in areas other than education be admitted to teacher training, while offering some relief from the school/college/school syndrome may have the effect of producing more teachers with a particular work specialization upon which they would like to capitalize in their teaching. On the other hand given the present pressures for more work oriented programs in schools, such ex-workers may have a credibility that those who have taken the school/college/school route may lack.

The German and British plans to reduce the work load of beginning teachers to that of two-thirds of the regular load, in order to provide further inservice at "the time they most appreciate it" would seem to have considerable merit. It would also prevent a board from doing as one board to the east of Toronto is reported to be doing, (Globe and Mail, August 10, 1978) hiring only new graduates, in order to save money.

That some special provisions for teacher retraining need to be undertaken in Ontario is obvious if effective use of reallocation is to be made here. More sharing of expertise across subject specialties will also be necessary, if all teachers are to be, to some degree, generalists. The year-round offering of short courses by the Bern Ministry of Education is worth noting. Given the reduction in intake available to teacher education institutions in Ontario, this process, which has been begun by them on a small scale, could be expanded. However, the financial burden of

^{*} Ibid., p.23.

retraining redundant teachers should not fall upon individual boards. Liaison with other provincial and federal ministries would be a prerequisite, since funding for retraining should be as much a citizen's right for teachers as for any other sector of the population.

Staff stability is one obvious advantage of declining enrolments. Those who remember the ever-changing school staffs of the sixties in Ontario, when the upwardly mobile sprang from board to board, never looking back to witness the results of their implemented innovations - can agree with the British principal who said that staff morale and stability had been *the* singular force for good in his school. However, too much stability could lead to complacency and rigidity. The need stressed by the foreign educators, that of continual upgrading and training of existing staffs, should become an Ontario priority.

Class Size

That class size is directly related to teacher redundancy and vice versa is not disputed. Much has been written in North America on the non-provability of the advantages of decreasing pupil/teacher ratios. Summaries of the arguments are presented in CODE Working Paper No. 4.* In assessing the value of the arguments, however, one must take into account, as the author of that paper advises, that most of the measures of pupil performance, in the studies cited, are based upon standardized achievement tests; the cognitive or academic area being the only domain tested. There are no data that this writer is aware of, that show the effects of smaller classes upon the feelings of self worth and personal identity of the students, nor on the morale of the teachers. Although some effects may be implied from the limited data that support the advantages of smaller classes for students from disadvantaged homes, what is apparent from most of the studies, is that teacher training was on

* Dawson, D.A., Economies of Scale and Cost-Quality Relationships in Elementary and Secondary Schools: A Survey. Commission on Declining Enrolments, Working Paper No. 4, March, 1978.

trial and not the effects of class size; since many teachers in the studies taught the smaller classes in exactly the same ways as they had taught the larger.

Whichever arguments one chooses to accept, it is clear from the writer's visits that both the general public and the educators in Britain, Germany (N.R.W.F.) and Switzerland (Bern) all believe that smaller class sizes are advantageous and a factor in providing for more equality of opportunity. As the Swiss state official explained: "We are experiencing political pressure from the left to reduce class size." The statistician from Nordrhein Westfalen said, "All the parents think our classes are too large." The British Green Paper on Education states "Since 1973, the economic restrictions have brought the improvement of staffing standards within the schools to a temporary halt. The Government's expenditure plans provide, however, for sufficient resources to enable staffing standards within the schools to be maintained at their current levels, and additionally for a substantial expansion of inservice training and induction in the period up to 1981. It is the aim of the Secretaries of State to *resume improvement* of staffing standards within the schools as soon as economic conditions allow." (See Table 1.21) No matter how differently the teacher pupil ratios are calculated in each country, that is, how many of the non-teaching hierarchy are included, it was apparent from these visits that the desirable number of children facing a teacher in an elementary classroom, is about the same in all three countries, that is, between 20 and 24. However, in British secondary schools it is still common practice to have very small classes in the upper school (for those university bound), and offset this with larger classes in the lower school. (Which, it may be argued, is a form of elitist education.) From the statistics in Table 1.21 it can be seen that there are still 1,559 (Elementary) and 2,553 (Secondary) classrooms in which the teacher is facing more than 40 children, and even 367 (Elementary) and 2,011 (Secondary) in which the teacher faces *more than 50 children*.

In the German school visited in Nordrhein Westfalen the writer

noted that while the classes for Greek immigrant children contained between 15 and 20 children, the classrooms with German children contained 30 or more. Thus, it may well be argued by some, that Ontario is ahead of those countries; that Ontario, in the sixties passed the age of believing that more money, more teachers, more resources, would mean better education. The percentage of the G.P.P. spent on the Ontario schools of the sixties was among the highest in the world. As late as 1971, with the U.K. spending 6.1%, Canada was spending 8.5% of the GNP on education, while Germany and Switzerland trailed with 4.5% and 4.3% respectively. (Within Canada, Ontario was spending about 17% of the GPP.) Now those other countries, with the naivete we had in the sixties, or so the argument goes, are moving towards greater expenditures on education, but they can afford to go a long way before they catch up to where we have been.

However, such comparisons or explanations are facile and dangerous. The absolute difference is lessening yearly. By 1976, the figure for Ontario had dropped to 6.9% of the GPP, while the figure for Switzerland had risen to 5%. At least two additional factors cloud any direct comparisons of percentages spent on "education". First, "Education" in Ontario is a wholistic term, including further education, community colleges and universities. On the other hand, when this writer questioned a Swiss education official about the travelling expenses of students choosing to go to vocational schools some distance from home, the reply was that that was not the responsibility of the Ministry of Education, but was the responsibility of the Ministry of Public Industry. To some degree or another, therefore, some monies being spent on "Education" in Switzerland are being debited to "Labour". (The same is true to a limited degree in Canada, vide Canada Manpower Retraining Programs.)

An additional clouding factor is that the European educational systems have for many years offered further academic education only to small elites. Large numbers of students have gone into full-time apprenticeships with only *part-time* vocational or trade school attendance.

This is a far less costly form of secondary education. Only now are those countries moving towards comprehensive middle schooling, up to age 16 years, with more rigid selection procedures occurring after that.

The past tragedy of education is that educators have tended towards establishing polarized positions. The phenomenon of declining enrolment should not become a stimulus that sets the pendulum swinging out to an extreme position. The utility and justice of comprehensive education for those under sixteen, in spite of its cost, is now being recognized by most countries. In Ontario it has been available for many years. On the other hand, in recent years, many secondary school students who could have profited from less academic pursuits have found their options limited, while at the same time some employers were experiencing a lack of skilled labour. The recent move by the Ontario government to encourage industry, by subsidies, to set up more apprenticeship programs, would seem to be a move that would help such students. It may, however, also accentuate secondary school teacher unemployment.

Program Changes and Innovations

As already noted, at this point in time, all three countries, England, West Germany (N.R.W.F.), and Switzerland (Bern) are moving towards more comprehensive and egalitarian secondary schooling up to the compulsory school attendance of 16 years. What to some extent is happening is that the selection process, that for some time past, in Europe, began at age 11-12 years, is tending to be delayed or muffled until 16 years. The importance of these changes at this time of declining enrolments is that the changes in school organization they necessitate provide a useful camouflage for changes in organization and curriculum necessitated by declining enrolments. (To say so is not to imply that this was an intended effect, but merely to state that this is so.)

While no program changes were contemplated, and the existing programs were, in the main, regarded as sacrosanct, some organizational changes were being found necessary to ensure their preservation. For example,

secondary school consortia, Sixth Form Centres and Sixth Form Colleges in Britain are means of coping with small enrolments in certain subjects in the senior grades. (See Section 2.5, p.46). The Sixth Form Colleges of Britain, it seems to this writer, are beginning to look more and more like the Gymnasias of Germany and Switzerland - academic institutions designed for the university bound.

Moving school staffs and equipment *as a school unit* from, say, a city school into a suburban area where there was a new demand for schools, was another strategy. (See p. 53) The British also foresee some tightening of options so that students, instead of choosing individual subjects from a list may have their choices limited to selecting from various packages or groups of options.

The programs in the comprehensive schools are still dominated by the senior staff of the old grammar schools and many of the traditional values are still held. This writer suspects that many of the old grammar school teachers welcome the move to Sixth Form Colleges because in this milieu, the university bound are once more isolated from the main stream.

Increasingly, in all three countries, provision was being expanded for two or more years of kindergarten. Particularly in those areas with large proportions of migrant or immigrant workers' children, improved kindergartens and greater use of them, were seen as *the shortest route to integration*. In parts of Germany and Switzerland however, the migrant parents are resisting participation in kindergarten for their children. Judging by the remarks of both the Swiss and German educators, one can anticipate that there may well come some legislation, since the educators feel "a need to act in the children's best interests."

From the impression given by newspaper reports, Swiss educators, at this point in time, are more interested in questions related to the five-day week. (Many areas still have Saturday as a sixth school day) and the implications of the slow move to comprehensive middle schooling. They neither contemplate nor foresee program changes due to declining enrolments.

CONFRONTATION PENDING

Parents stand firm, oppose Board ruling

BY CATHY HUNTER

Frank Wales of Enterprise, spokesman for parents of students affected by a Lennox and Addington County Board of Education decision to transfer the students to Yarker and Odessa schools is advising school board chairman Hugh Kerr that the children will be attending Enterprise Public School in September.

Mr. Wales told The Beaver Monday night, he is writing Mr. Kerr this week to "reaffirm our position" regardless of the board's decision on boundary changes. The Enterprise parents' committee feels that even with the loss of two portable classrooms, two teachers and one part time custodian, the school can still accommodate all the children in the area. The committee emphasizes this would mean a saving to the County School Board of over \$53,000.

In June students from the Colebrook area, scheduled to be transferred to Yarker and Odessa schools received letters welcoming them to their new schools. One parent active in the protest movement told The Beaver the majority of parents simply turned the letters over and wrote on the back: "Thanks but no thanks" or words to that effect. They then returned them to the schools of origin.

Supervisor of auxiliary services for the County School Board, David Martin attended a meeting in Colebrook after school closed in June to explain the board's decision. Mr. Martin's words evidently fell on deaf ears of parents whose children had just changed schools two years ago and who are understood to have been promised then they would not be moved again.

Copies of the letter Mr. Wales is writing to board chairman Kerr are being sent to all trustees, senior administrative officers of the board, Ontario Minister of Education, Hon. Thomas Wells; J. Earl McEwen, MLA, Frontenac-Addington (in whose riding the confrontation is occurring) and various minister of education officials.

Restored historic Bell Ro

By CATHY HU

The saws at Bell Rock Mill whirled once again ~~September~~ morning, as Frontenac-Lennox and Addington Member

Mr. Alkenbrack comm much he enjoyed hearing a Guard play the "British Co

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CONFRONTATION PENDING

Parents stand firm, oppose

The German educational system looks almost impervious to change for whatever reason. The superintendent in Düsseldorf told the writer that he could not conceive of a public that didn't want to spend as much as possible on education. Surely, he asked, the fewer children you have, the more valuable they are, the less one has to waste!

School Closures

Britain has some lengthy procedures, *involving the community concerned*, before schools can be closed. The Swiss *leave the final decision to the local community*, the Germans would close but rarely. The arguments put forth against school closures by each of these societies were cogent and worthy of our consideration. As the Bern financial statistician remarked "One can so easily calculate the monetary savings of closure, but it is so difficult to estimate the socio-cultural, and even economic benefits of remaining open." The educator from OECD summed it up when saying that there needs to be much more public debate, in North America generally, of the socio-cultural and economic effects on a community that loses its school, for the hidden costs of closure may in the end be greater than the obvious savings.

That more public debate is needed in Ontario on the human and community dimensions of school closings is obvious. To count only the monetary gains of closure is to worship Mammon. That the value placed upon the community school by foreign parents is *shared by many parents in Ontario*, has been shown by public demonstrations. In their Working Paper No. 9, *The Impact of Declining Enrolments on School Governance and Administration in Ontario*, Scott, Hickcox, McLeod and Ryan offer the following observations by an Ontario trustee:

Speaking as a politician, and after this last hour and a half I have just been through as a member of the community, I would say that an administrator needs a lot of ability to deal with irate community people. I don't know how they get that, but their academic training certainly does not prepare them for that. In this period of retrenchment, there is a lot of community unrest, community misunderstanding, and community protectionism that comes to their school. I just spent the last hour with a lawyer who is a community member but also has been retained by

his own community to fight the board every step of the way, if necessary, if we threaten to do anything to their school.

More public debate should also be encouraged upon the "balanced size" of secondary schools. Should a small town with three high schools and a bus service be thinking of amalgamating the schools into an old-time giant or should each of the schools be providing certain options only - with parents and students selecting the school of their choice? There are little available data and none to prove conclusively that students achieve better academically in either smaller or larger high schools but the principals of smaller high schools will attest to having a smaller percentage of discipline problems, for each student is sure of his/her identity, for each is known, personally, to the staff. The long-term effects of large schools on students' feelings of personal identity are difficult to assess. Those who attended smaller high schools will affirm the sense of community and camaraderie.

The usual North American solution, as school size shrinks, is closure and busing. The effects upon children of being imprisoned in a school bus for several hours daily have not been investigated. Forced immobility at a time when healthy physical growth demands action and mobility cannot contribute to national fitness. There are also mental and emotional consequences. Unlike the school yard or classroom, one does not *choose* one's bus companions, they are thrust upon each child by the exigencies of the bus route. School buses represent hours of a child's life wasted. Even for those who read, the effects on their eyes have not been assessed. European educators summed it up in few words: "Busing is not good. Children should be at school in their home community."

Multicultural Programming

With regard to special programming to meet the needs of their multicultural communities, one found surprisingly little other than language programs. Immigration policies in West Germany and Switzerland are such that the incoming workers are considered to be temporary no

matter how long they stay. In practice, only about 5% per year return to the home country. When written on paper the educational objectives look remarkably similar to those of Ontario; preservation of self-identity including language and culture, the right to dominant language instruction and education, the ultimate means of full participation in the society. The reality, however, is limited by the attitudes of people at the political grass-roots level who, by and large, think of the migrants as something of a necessary but temporary phenomenon.

The nearness of the home countries, (with no Atlantic Ocean between) exercises a constant influence on the migrant parents who look ever backwards, thinking constantly of return to the old country. The children complete their youth as split personalities, capable of living comfortably nowhere. In Ontario, the fact that all are treated as potential permanent residents and Canadian citizens facilitates educational program decision making.

With regard to dominant language acquisition, the German language programs are particularly segregated, to the extent of having German-as-a-Second Language-for-Turks, German-for-Greeks, and so on. The Swiss, on the other hand, favour withdrawal for dominant language instruction while at the same time placing the child in a regular Swiss classroom. The English also have withdrawal, either to a language centre within the school, or one centrally located. One interesting difference is that the British are moving towards making *every teacher capable of coping with teaching English as a Second Language*.

Although the intellectually aware in Germany and Switzerland realize that with only 5% of the migrants returning home each year, and that those with children are likely there to stay, no one is prepared to say so publicly, particularly not the politicians. Consequently, there are no programs designed to help the indigenous group become culturally or racially more understanding. Germans and Swiss of good will are helping migrant students with their homework, but for any outside observer, an attitudinal gulf is there between the dominant population

and the newcomers.

The use of teachers trained by, and loyal to, the old country and the special privileges given to them are disliked by the dominant group educators. Unfortunately, with the present dropout rate of the migrant children, there is little hope that they will in the near future be able to produce German or Swiss trained teachers of the minority or migrant languages. That England is moving in the same direction as Ontario, in making Heritage Language instruction a part of the Continuing Education (Night School) program to be given at the end of the school day, is worth noting.

Interculturally, the British have even more complex problems. The refusal of many educators even to admit that racial problems might exist means that in some areas little progress in understanding is likely. The falling birthrate, coupled with some white flight, results in city classrooms with a majority of black children, most of whom are British born. (No measures have been taken, in recent years, to balance classroom ratios, although it was mentioned to the writer that at one point busing was tried in Ealing.) Off the record, I was told that some attempts to achieve an integrating balance are also made on some council housing estates by limiting the proportion of blacks to whites. It should be pointed out here that, educationally, black parents are just as anxious as white parents that the school which their child attends remain a balanced school, a school that is "selected" by both black and white parents, popular, and therefore able to command and keep good teachers.

The edict of the German Council of Ministers of Education limiting to 20% the proportion of foreign children allowed in any regular classroom, has, as has already been stated, resulted in large numbers of migrant children having nowhere to go except to a special class of all migrant children.

Although the writer is perhaps biased in the area of multicultural programming, one could not help thinking that Ontario is ahead in awareness of cultural differences and its determination to treat them as

rich resources for the benefit of all children.

Conclusions

General: One returns from such exercises as visits with foreign educators somewhat pleased with the egalitarian nature of the Ontario educational system, the opportunities it affords the average student, yet aware that we need to do more for both our talented, in whatever areas they shine, and our non-academic or trade-oriented students.

Public Relations and Financing: Contrasting public attitudes to educational spending in Ontario with those in the three countries visited, one was forced to agree with the OECD educator, that such attitudes reflect both local politics and the public relations efforts of the educational systems concerned.

One explanation of the low regard for education in this province goes like this: Educators in Ontario have traditionally washed their linen in public, blamed one another for educational failures, have each sought to expand their own empires at the expense of other levels of educational government, and, worst of all, have never given credit to one another for work well done. Examples flow to mind: the universities in their search for an increasing number of bodies, reduced their own admission requirements - then blamed secondary schools for not preparing all or most students for university (which was not their task in the first place). Now that undergraduate enrolments are decreasing ever more rapidly, there is renewed pressure from the universities for the removal of Grade 13 from the secondary schools. Since no successful financial argument can be produced, the case for removal is usually voiced in terms derogatory to the secondary schools. Recently, some school boards have been complaining that the Ministry of Education has insufficient consultant help available. Given the denigration of Ministry expertise used five or six years earlier to justify the relocation of consultant service monies from Ministry to boards, it would be difficult to convince the present public that extension of the staff of the Ministry of Education is needed. The presenters of this argument are

usually quick to point out that they are neither agreeing or disagreeing with the policy changes made, but only with some of the argument and tactics used. They add that the media have welcomed this internal squabbling within the traditional educating system, for the *agents of the media perceive themselves as the new educators*, not reporters of facts but rival interpreters of events to an otherwise uninformed public. (In television newscasts, for example, one now sees the speaker, voice blanketed, whilst a reporter tells the viewing audience what he thinks the speaker is saying.) This continual *interpretation of events*, instead of permitting events to speak for themselves has lead to a general climate of negativism and adverse criticism - with public office or governance at any level - as a primary target. This may seem like an aside, yet it is a matter of vital concern to all in education today. If educators had held together as a profession, recognized the role the media were playing, perhaps the climate of public opinion would be different.

One conclusion of this writer is in accord with that of Scott, Hickcox, McLeod & Ryan in CODE Working Paper No. 9^{*}, that we need better public relations for education:

There is a sense that the Ministry of Education needs to assume greater public relations responsibility for the criticisms currently levelled at local jurisdictions, especially on issues related to decline. There is a perception, strongly held by most respondents, that government policies are handed down, but the accountability for them is focused on local trustees and administrators who are powerless to all intents and purposes to do anything.

In essence, we sensed a need among educators at the local level for the Ministry and for the government to assume leadership in education. There is a new image needed for education, an image that goes beyond responding to problems of declining enrolments, an image that speaks to the social realities of Ontario and to the needs of its citizens and its young people.

That our present primary financing base, student enrolment, has unduly penalized some boards suffering from declining enrolments cannot be disputed. This writer, however, cannot go so far as to conclude

* Scott, J. Glenn, Edward S. Hickcox, Gerald T. McLeod, Doris W. Ryan, The Impact of Declining Enrolments on School Governance and Administration in Ontario. Commission on Declining Enrolments, Working Paper No. 9, April, 1978, p.153.

with the same writers* that the "use of per-pupil costs as a basis for support, no matter how it is tinkered with to reflect current conditions has outlived its utility." Nor can the writer agree with Richard M. Bird, who, in his Working Paper No. 2** discusses some of the alternatives that have been proposed in recent years. He concludes:

Although no clear conclusion emerges from this brief survey of some large and complex issues, the scheme that seems most worthy of more careful consideration is the complete provincialization of education, with the concomitant removal of educational taxes on residential property and perhaps the shift of non-residential property taxes to the provincial level also. This move might ideally be accompanied by a restructuring of local boards of education into a more community-based advisory role, although much more work is clearly needed in developing just how this might work.

After visiting Europe, this writer is inclined to propose *some measure of provincialization of educational expenditures*, for example, direct payment by the province of the salaries of teachers and administrators. Besides buffering local supply and demand situations, such a measure, would provide *teacher mobility without loss of seniority*. Local boards would still be free to select their own staff but such staff would be paid provincially and *acquire seniority provincially*. Additionally there would be greater flexibility and less paper work connected with the secondment or exchange of teachers between boards or cooperation in curriculum or other projects. Between Ministry and boards there would be greater flexibility in connection with such tasks as writing curriculum or working on evaluation teams. This writer is not in favour of making teachers a privileged, undismissable collective,

* Ibid, p.150.

** Bird, Richard M., Financing Education in Ontario, Issues and Choices. Commission on Declining Enrolments, Working Paper No. 2, March, 1978, p.32.

but believes that the aging and rigidity of the system that will ensue with present trends, plus low teacher morale, is unfair to the students. Another advantage of this partial provincialism would be the opportunity for improved teacher-board relationships, unimpaired by the everlasting frictions of teacher-board salary negotiations.

Finally, although this may not be seen as an advantage by some who have profited from it, the proposed measure would eliminate some of the inter-board competition that escalated administrative salaries and would eliminate the vast amounts of time and money wasted on teacher board negotiations. Money that might be better spent keeping a few more teachers employed.

Teacher Training: The cry that the teacher training period is too short, that one cannot teach them all they need to know, has often been heard in Ontario. Therefore, the use by other countries of this time of declining enrolments as an opportunity to upgrade professional qualifications has much to commend it. The move of the Germans and the British towards an induction period for beginning teachers, that is, a year or two with reduced teaching loads plus continued inservice would seem to be a commonsense method of lengthening the training period. Yet, it is one that boards will shy away from, given present economic conditions, unless it is mandatory and teachers' salaries become a provincial affair.

As stated earlier in this paper - the requirement that candidates for teacher education be mature students with other work experience does present some advantages. Any move towards more stringent professional qualifications can readily be justified, inasmuch as teacher certification is, in effect, a licence to practice on the minds of a country's most precious possession, its children.

In recent years, since the advent of the requirement of a basic degree for teacher education candidates, there has been a tendency for teachers, later, to seek higher degrees, such as the M.Ed., and Ed.D. If these professional gains of recent years are not to be lost, provision

for study leaves should not be expurged from educational budgets. Provincial seniority would provide a mechanism for ensuring equitable distribution of study leaves.

The British use of ex-teacher training facilities as polytechnics or extensions of existing polytechnics would seem to be a concept that would match our need for more apprenticeship facilities. Most Ontario facilities were amalgamated with the universities. One needs, however, to question whether more university places are needed or more facilities for technical education.

Community Schools and School Closures: After listening to European educators and the overview given by the OECD educator, it becomes apparent that the role of the school in the community and the community in the school needs to be debated at all levels in Ontario, if the implications of declining enrolments are not to become excuses for depriving the next generation of the educational advantages the previous generation enjoyed. The young professionals of today, those in their thirties, profited in the 60's from the best and most expensive form of education this province could offer. While they themselves may not now have children, and while they may have large homes and mortgages, yet, in the 60's the province mortgaged its future to give them the best. Are they now justified in complaining about school taxes? Should they not be glad to repay a little of what they had, so that the fewer students of today may have some of the same opportunities?

Keith Sullivan, writing in CODE Working Paper No. 3^{*}, outlines the six part Community School paradigm proposed by Minzey (1974). The sixth part is that which most concerns this writer - effective community involvement - to be accomplished by the formation of community councils composed of representatives from as many sectors of the community as possible. "It is important that these people be involved in major

* Sullivan, Keith. Community Schools: A Solution to Declining Enrolment. Commission on Declining Enrolment, Working Paper No. 3, May, 1978, pp. 6-7.

decision making, not in trivial decisions as usually given to the Parent-Teacher Associations of the past." In addition to all the other advantages outlined by Sullivan, this first hand involvement of significant numbers of citizens in the affairs of each school in the province, would be a most effective antidote to media interpretation of events.

In conclusion, the major impressions left by the foreign visits are first, a degree of satisfaction with the comparative *responsiveness* of the Ontario educational system to public pressures; second, a concern that unless there is more community involvement at the school level, that responsiveness may be a responsiveness only to vociferous minorities; third, a concern that some financial cushioning of the effects of declining enrolments is needed, and that provincialization of staff salaries may be an answer; fourth, a concern that program-wise we are in danger of doing grave injustices to children simply because they are arriving at school accompanied by a number of smaller cohorts. A key impression brought back from Europe was that they were seriously looking at many factors other than money, and that we were being blinded by the dollar sign and not paying sufficient attention to these other factors.

From the perspective of multicultural programming, Ontario can see much of "what-not-to-do" in Europe, but should not feel complacent. The settled status of our immigrants as future citizens makes the way ahead a little clearer for us, we must learn to live together in cultural harmony, for therein lies our future as a nation.

Finally, this writer would like to reiterate the concluding remarks of Fiorino in the CODE Information Bulletin No. 3^{*}:

It is most often during times of crisis that an individual's integrity is tested for its worth and endurance. The same can be said of a society, a state, and, in this case, of contemporary Canada. During the last decade, an unstable international economy has caused havoc in Canada by forcing deeply rooted problems to surface, i.e., Quebec nationalism and regionalism.

* Fiorino, Albert. Historical Overview. Commission on Declining Enrolments, Information Bulletin No. 3, March, 1978, p.19.

These problems do not necessarily have to mark an end to Confederation. The resulting tensions and anxieties are a healthy sign and reflect the kind of political reality that Canada is -- a federal state. To the extent that Canadians fail to understand this and further fail to articulate it in relationship to the ever changing patterns of their society and a constantly changing world order, so too will they falter in their pursuit of self-identity and unity.

APPENDIX 9.1

DEPARTMENT OF EDUCATION AND SCIENCE

PRESS RELEASE ON WEST INDIAN CHILDREN



EDUCATION and SCIENCE

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PRESS NOTICE

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5 July 1977

CONSULTATION ON TEACHING OF WEST INDIAN CHILDREN

The Department of Education and Science is seeking comments on recommendations about education in the recently published report on the West Indian Community made by the House of Commons Select Committee on Race Relations and Immigration.

A consultative document has been issued today to organisations representing local authority, teacher, ethnic minority and other interests. Comments, which the Secretary of State hopes to receive by the end of September, will also be welcome from individuals and organisations not on the formal consultative list.

Eight of the Report's 20 recommendations refer to education. They are:-

- i. that a high level independent body should inquire into the educational under-achievement of children of West Indian origin and the remedial action required (paragraph 57);
- ii. that special measures should be taken to improve the teaching of basic skills in primary schools where there are large numbers of West Indian children and that teachers, teacher training and curriculum reviews should reflect the needs of West Indian children during their period of adjustment to secondary education (paragraphs 65, 66);

- iii. that the position of West Indians in schools for the educationally subnormal (ESN) should be followed up with local education authorities and their numbers monitored (paragraph 63);
- iv. that the numbers of West Indians training to be and employed as teachers should be statistically monitored and ways and means of increasing the number of West Indian teachers should be considered (paragraphs 62, 70, 71);
- v. that a central fund should be set up to meet the special educational needs of West Indian Children and adults and those of other ethnic groups (paragraph 73).

The consultative letter states that the collection of statistics and their uses have been the subject of much public discussion. In favour of their collection in one form or another has been the argument that only thus can the education service gauge the progress and problems of minority groups. Against this have been the arguments that the collection of minority statistics is itself a divisive influence in society, and that figures are of no practical value unless accompanied by more detailed and sophisticated information about the circumstances relating to individual performance and needs.

Among the matters on which the Secretary of State is seeking views are:-

- i. whether personal records should be kept to assist in monitoring the progress of the individual pupils, students and teachers concerned; if not, the alternative methods by which this monitoring might be achieved;
- ii. what particular items of information need to be monitored; and whether corresponding information would need to be collected for the school population as a whole in order to make possible a comparative monitoring of performance;

- iii. whether there should be an enquiry and, if so, its scope.

NOTES TO EDITORS

1. Attached is a copy of the consultative letter and a list of the bodies to which it has been sent.
2. The Report "Select Committee on Race Relations and Immigration, Session 1976-77, the West Indian Community" (number HC 180-1) was published on 30 March 1977, and is available from HMSO and booksellers, price £1.35.
3. The Department has not collected statistics relating to the education of "immigrants" since 1973. This was as a result of a Report of the Select Committee on Race Relations and Immigration which criticised the definition of "immigrant" used by the Department. For statistical purposes, immigrant pupils were defined as:
 - a. children born outside the British Isles to parents whose countries of origin were abroad;
 - b. children born in the British Isles whose parents had lived here for less than 10 years.

Although the keeping of statistics in this field has been recommended from time to time, a generally acceptable definition of individuals to be counted has not been found.

4. Both the Educational Disadvantage Unit and the Assessment of Performance Unit were established after the Report of the Select Committee's Report on Education, and were announced in the Government's response to that Report, the White Paper "Educational Disadvantage and the Educational Needs of Immigrants" (Cmnd 5720).

- i. The EDU, which is an integral part of the DES, staffed by Civil Servants, serves as a focal point within the

Department for consideration of all matters concerned with educational disadvantage and the education of immigrants. Among the many topics in which the EDU has been involved are studies of urban deprivation, race relations legislation, European Economic Communities educational programmes including those relating to education for the children of migrant workers, and educational research aimed at the mitigation of disadvantage. The EDU was also instrumental in setting up the Centre for Information and Advice on Educational Disadvantage (CED), an independent body, financed by DES. It is based in Manchester and aims to help LEAs in their work for the educationally disadvantaged by providing a source of information about good practice, as well as organising conferences, and publishing a monthly newsletter, "Disadvantage".

- ii. The APU was set up "to promote the development of methods of assessing and monitoring the achievement of children at school, and to seek to identify the incidence of under-achievement." The work of the Unit is aimed at the development of satisfactory methods of assessment of pupils' educational progress in order to help the DES and LEAs in developing educational policy and provision.

DEPARTMENT OF EDUCATION AND SCIENCE

CONSULTATIVE DOCUMENT

SELECT COMMITTEE ON RACE RELATIONS: REPORT ON THE WEST INDIAN COMMUNITY

1. The House of Commons Select Committee on Race Relations and Immigration published its report* on the West Indian community on 30 March. The report makes 20 specific recommendations of which 8 concern education. A copy of the section of the report which relates to education is enclosed.

HMSO, HC 180-I

2. The Secretary of State is anxious to ensure that there should be an opportunity for all sections of the education service and for bodies representative of ethnic minority groups - Asian and others as well as West Indian - to express their views on the aspects of the report which concern education and would therefore welcome any comments which interested bodies may wish to offer. A list of the bodies to which copies of this document are being sent is attached; comments from any bodies not listed would also be appreciated.

3. Briefly, the report recommends:

i. that a high-level independent body should enquire into the educational under-achievement of children of West Indian origin** and the remedial action required (paragraph 57);

** The Select Committee did not define "West Indian" or "West Indian origin."

ii. that special measures should be taken to improve the teaching of basic skills in primary schools where there are large numbers of West Indian children and that teacher training and curriculum reviews should reflect the needs of West Indian children during their period of adjustment to secondary education (paragraphs 65, 66);

iii. that the position of West Indians in schools for the educationally subnormal*** should be followed up with local education authorities (paragraphs 62, 63) and their numbers monitored;

*** The definition of the category of pupils whom this type of special school admits is:

" pupils who by reason of limited ability or other conditions resulting in educational retardation, require some specialised form of education wholly or partly in substitution for the education normally given

iv. that the numbers of West Indians training to be and employed as teachers should be statistically monitored; and ways and means of increasing the numbers of West Indian teachers should be considered (paragraphs 70, 71);

v. that a central fund should be set up to meet the special educational needs of West Indian children and adults and those of other ethnic groups (paragraph 73).

4. The Select Committee recommend the collection of statistics of West Indians at LSN schools (see 3(iii) above) in teacher training establishments and in the teaching profession. The collection of such statistics and their uses have been the subject of much public discussion. In favour of their collection in one form or another has been the argument that only thus can the education service gauge the progress and problems of minority groups. Against this have been the arguments that the collection of minority statistics is itself a divisive influence in society, and that figures are of no practical value unless accompanied by more detailed and sophisticated information about the circumstances relating to individual performance and needs. The Secretary of State would be grateful for views on:

i. whether, if "counting" is to be instituted as an aid to educational monitoring, this should apply only to West Indians (however defined), excluding other minority groups;

ii. whether personal records should be kept to assist in monitoring the progress of the individual pupils, students and teachers concerned; if not, the alternative methods by which this monitoring might be achieved;

iii. what particular items of information need to be monitored; and whether corresponding information would need to be collected for the school population as a whole in order to make possible a comparative monitoring of performance;

iv. whether, for each sector of education to be monitored, there is practical value in compiling national statistics based on, and in addition to local records (which may be more explanatory and geared to local needs);

v. whether the basis of classification to be used for any statistics should be country of origin, or alternatively colour of skin or other perceived evidence of ethnic origin; and whether if the latter type of identification were adopted, it should be carried out by teacher (or employer), or through "self-identification" (by parents in the case of young children) which might also include religious or cultural grouping;

vi. the precise categories within (iv.) by which classification should be attempted (eg, the analysis of geographical origin, by which countries and what degrees of ancestry; or, alternatively, the precise basis of classification by colour), bearing in mind the need for an accurate yet easily understood basis, and one likely to be acceptable to those concerned.

5. The Secretary of State would be grateful to receive comments on any or all of the other recommendations, including the Committee's important proposal for a high-level and independent body to enquire into the under-achievement of children of West Indian origin in maintained schools. If there is wide support for such an enquiry she, for her part, would be prepared to set up a committee but would be grateful for views as to whether it should be given the terms of reference proposed by the Committee, or be extended to include any or all of the following:

- i. the comparative achievement of different ethnic groups; or
- ii. the educational needs of ethnic minority groups; and/or
- iii. the education of all pupils for life in a multi-racial society.

6. In addition to comments which the Secretary of State is inviting:

- i. The Department will consult specifically with local education authorities of the areas mainly concerned about the position of West Indian pupils in special schools for the educationally subnormal.
- ii. The Department will consult the Advisory Council on the Supply and Training of Teachers about ways and means of enabling more young West Indians (and others from ethnic minorities) to become teachers, including the possibility of encouraging more to enter training as mature students with the help of such pre-training courses as may be desirable.

iii. The proposal for a central fund to meet the special educational needs of West Indian and other ethnic groups will be considered, taking account of other recommendations in the Select Committee's report that full use should be made of special assistance through Section 11 of the Local Government Act 1966 and the Urban Programme and that the Government should analyse the effectiveness of the measures that have been funded under the Urban Programme to combat racial disadvantage.

COMMONS SELECT COMMITTEE ON RACE RELATIONS AND IMMIGRATION
REPORT ON THE INDIAN COMMUNITY.

LIST OF BODIES TO WHOM THE CONSULTATIVE DOCUMENT HAS BEEN SENT:-

Association of County Councils
Association of Metropolitan Authorities
Association of Principals of Colleges/Association of Colleges of Further and Higher Education
Asian Teachers Association
Board of Deputies of British Jews
British Association of Settlements and Social Action Centres
British and Foreign School Society
Caribbean Teachers Association
Catholic Education Council
Central Register and Clearing House
Centre for Information and Advice in Educational Disadvantage
Church of England Board of Education
Commission for Racial Equality
Committee of Directors of Polytechnics
Committee of Vice-Chancellors and Principals
Commonwealth Teachers Association
Confederation of British Industry
Cyprus Turkish Association
Education Forum (The London Mosque)
FE Advisory Council of the BBC
Greek Cypriot Association
Hong Kong Overseas Professional Association
Indian Workers Association
Joint Council on the Welfare of Immigrants
Joint Four
Methodist Education Committee
National Association of Head Teachers
National Association of Inspectors and Educational Advisers
National Association for Multi-racial Education
National Association of Schoolmasters/Union of Women Teachers
National Association of Teachers in Higher and Further Education
National Institute of Adult Education
National and Local Government Statistical Liaison Committee
National Union of Students
National Union of Teachers
Overseas Chinese Education Centre
Punjabi Society of Great Britain
Residential Colleges Committee
Runnymede Trust
Sangam (Association of Indian Women)

Society of Education Officers
Standing Conference of African Organisations
Standing Conference of Asian Organisations in the UK
Standing Conference of Pakistan Organisations

Trades Union Congress

Union of Moslem Organisations of UK and Eire
UK Council for Overseas Student Affairs
Universities Council for the Education of Teachers
University Grants Committee

West Indian Standing Conference
Workers Educational Association

APPENDIX 9.2

THE BERN SCHOOL SYSTEM
and
SCHOOL REFORM

The Bern School System and School Reform

2. Das bernische Schulsystem2.1 Vorbemerkungen

In den Diskussionen um Schulkoordination und Schulreform nimmt die Ausgestaltung des Schulsystems neben der Gestaltung der Lehr- und Lernprozesse breiten Raum ein. Häufig wird in der bildungswissenschaftlichen Literatur zwischen mehr vertikal und mehr horizontal gegliederten Schulsystemen unterschieden. ←

Die Darstellung auf der folgenden Seite zeigt, dass das bernische Schulsystem vorwiegend vertikal gegliedert ist.

Um einen Ueberblick über die Anzahl der Schüler in den einzelnen Schulstufen zu gewinnen, dient die folgende Tabelle:

Tabelle 2: Schülerbestände im Schuljahr 1976/77

Schulstufe	Anzahl Schüler
Kindergarten	14'139
Primarschule (Normalklassen)	100'478
Primarschule (Besondere Klassen)	3'181
Sekundarschule (inkl. gymnasiale Klassen)	31'186
Gymnasien	3'793
Seminare	3'173
Universität (Bestand Sommersemester 76)	6'454
Gewerbliche und kaufm. Berufsschulen	25'106
Weiterbildungsklassen	391
Landwirtschaftliche Berufslehre	2'059
Landwirtschaftliches Technikum	110
Technikum HTL	1'381
Höhere Wirtschafts- und Verwaltungsschule	91

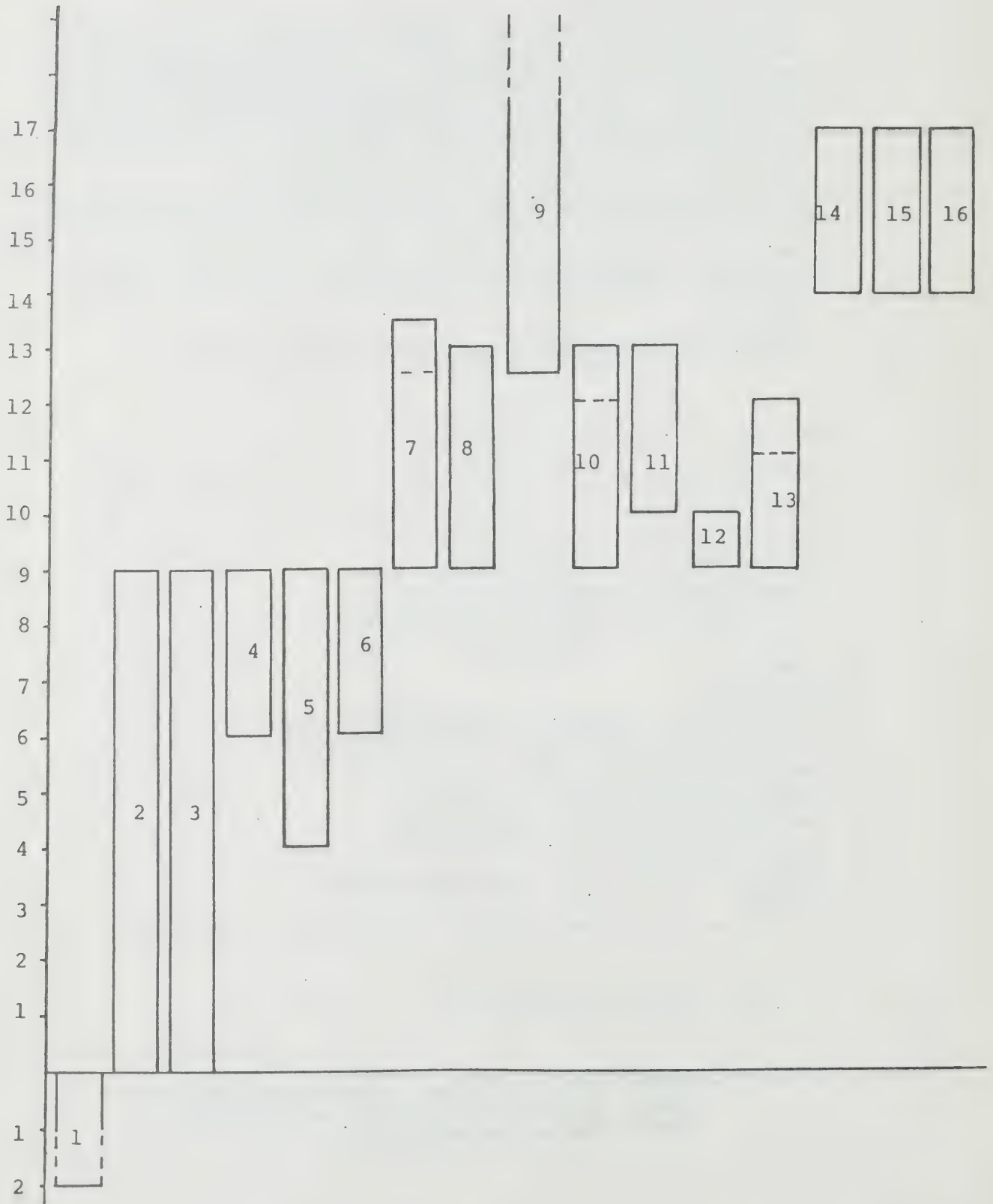
*) inkl. Berufsmittelschule

Source: Kislig, S., *Ausbildungsfinanzierung in Kanton Bern, Mai, 1977*.
Section 2, The Bern School System, and Section 3,
School Coordination and Reform.

2.2 Graphische Darstellung des Schulsystems im Kanton Bern

Darstellung Nr. 2:

Das Schulsystem im Kanton Bern



Zu den einzelnen Schulstufen bzw. Schultypen halten wir folgendes fest:

1. Kindergarten: Der Besuch ist nicht obligatorisch. Rund 70 % der Kinder eines Jahrgangs im Kanton Bern besuchen während eines Jahres einen Kindergarten.
2. Die Primarschule ist immer noch die eigentliche Volksschule. Annähernd 60 % der Kinder des 5. bis 9. Schuljahres besuchen die Primarschule. Durch Einführung von Zusatz- und Wahlfachunterricht wird versucht, das Bildungsangebot zu vergrössern und zu verbessern.
3. Besondere Klassen (Kleinklassen): Für Kinder mit körperlichen oder geistigen Gebrechen sowie mit Schul- und Verhaltensschwierigkeiten.
4. Die erweiterte Oberschule als Zwischenglied zwischen Primar- und Sekundarschule wird angesichts des Ausbaus der Primarschule und der vermehrten Dezentralisierung der Sekundarschule nur noch an 3 Schulorten geführt.
5. Sekundarschule: Der Uebertritt von der Primar- in die Sekundarschule erfolgt im Kanton Bern in der Regel nach dem 4. Schuljahr. Es ist aber auch möglich, nach dem absolvierten 5. Primarschuljahr in das 5. Schuljahr der Sekundarschule überzutreten. Eine Prüfung ist die Regel, doch werden die Leistungen in der Primarschule bzw. die Empfehlungen der vorbereitenden Primarlehrer mitberücksichtigt. Gegenüber den meisten andern Kantonen erfolgt im Kanton Bern der Uebertritt relativ früh. Mindestens im Blick auf den Beginn des Fremdsprachenunterrichts ist das nach der neueren Lernforschung positiv.
6. Die gymnasialen Klassen innerhalb der Schulpflicht (7. Schuljahr = Sexta, 8. Schuljahr = Quinta, 9. Schuljahr = Quarta).
Durch eine Erweiterung des Lehrplans der Sekundarschule mit dem Ziel einer direkten Vorbereitung auf den gymnasialen Bildungsweg wird nach Absolvierung der obligatorischen Schulzeit der prüfungsfreie Eintritt in die Tertia (10. Schuljahr) erreicht. Insbesondere aus kleineren Sekundarschulen ist der Uebertritt aufgrund einer Prüfung nach dem 9. Schuljahr (ausnahmsweise nach dem 8. Schuljahr) in die Quarta häufig.
7. Neben den bekannten Typen A (Schwerpunkt alte Sprachen), B (neue Sprachen und Latein) und C (Realgymnasium mit einem Schwerpunkt in den mathematisch-naturwissenschaftlichen Fächern) hat der Bund über die Revision der Maturitätsanerkennungsverordnung zwei neue gymnasiale Richtungen bzw. Typen geschaffen. Das Wirtschaftsgymnasium (Typ E) wurde allerdings in Bern, Biel und Pruntrut bereits

geführt. Für eine allfällige Einführung des sogenannten neusprachlichen Typs sind die Vorarbeiten an die Hand genommen worden.

8. Mit der nur 4 Jahre dauernden Grundausbildung im Lehrerseminar wird die Erziehungsdirektion aus sachlichen Gründen - man denke an die grösseren Anforderungen an die Lehrer in fachlicher und in pädagogisch-methodischer Hinsicht - und im Blick auf die schweizerischen Bemühungen um eine verbesserte Lehrerausbildung vor den Entscheid gestellt, eine qualitative Verbesserung der Grundausbildung der Lehrer zu realisieren. Die entsprechende Revisionsvorlage zur Verlängerung und zur Verbesserung der Primarlehrerausbildung soll noch 1977 dem hierfür zuständigen Grossen Rat zur Behandlung zugeleitet werden.
9. Neben den Finanzierungsproblemen der Universität sind vor allem Ausbildungsfragen in quantitativer Hinsicht (Zahl der benötigten Akademiker, Numerus clausus usw.) und in qualitativer Hinsicht (Struktur- und Studienreform) aktuell.
10. Als Reaktion auf die Mittel- und Hochschulförderung verlangen die Berufsschulen heute verbesserte und differenziertere Ausbildungsgänge. Auch sie werden immer mehr zu Vorbereitungsstätten für weiterführende Ausbildungen kaufmännischer, technischer oder gewerblicher Richtung. Beispiel solcher Ausbildungsmöglichkeiten sind:
 - Die Berufsmittelschule (Ziffer 11)
 - Die höhere Wirtschafts- und Verwaltungsschule (Ziffer 15)
 - Das Technikum (Ziffer 16)

Nicht zu vergessen sind die Bestrebungen der Kaufm. Berufsschulen und der Organisationen des Gewerbes im Bereich der Fort- und Weiterbildung.

12. Die regional geführten Weiterbildungsklassen ermöglichen begabten und bildungswilligen Primarschülern nach Abschluss der obligatorischen Schulzeit sich im Blick auf anspruchsvollere Ausbildungen vorzubereiten, welche sonst in der Regel mehr dem Sekundarschulabsolventen offen stehen. Dazu dient sie auch zur Abklärung der Berufseignung und der Neigungen der Schüler.
- 13.u. 14. sind landwirtschaftliche Aus- und Weiterbildungsmöglichkeiten.

2.3 Zusammenfassende Bemerkungen zum Aufbau des bernischen Schulsystems

Die graphische Darstellung des Bildungssystems des Kantons Bern soll 2 Sachverhalte verdeutlichen:

- Der Kanton Bern bietet eine Vielfalt von Schultypen und folglich auch von Bildungsmöglichkeiten an. Vor allem um die

Primarschule und im Bereich der Berufsbildung hat sich das Angebot an Schultypen in den letzten Jahren vergrössert.

- Das bernische Schulsystem ist nicht "ein Haus ohne Treppen", wie ein Kritiker es darzustellen versuchte. Wenn auch die sogenannte "Durchlässigkeit" von einem Schultyp zum andern - wir denken z.B. an den Uebertritt vom Gymnasium ins Seminar und umgekehrt - noch nicht optimal verwirklicht ist, so hängt es nur zum Teil am Bildungssystem. Entscheidender ist auch heute noch die Persönlichkeit des Lehrers.

Es ist nun merkwürdig, dass gerade nach der vermehrten Differenzierung durch Schaffung neuer Schultypen die vor einigen Jahren stark diskutierte "integrierte Gesamtschule" als Ziel anstrebt, die bisherige Primarschule, die Sekundarschule und das Untergymnasium in einer Schule - auch äusserlich in einer Schulanlage - zusammenzufassen. Den verschiedenen Begabungen (oder eventuell auch unterschiedlichem Lernwillen?) würde durch "interne Differenzierung" nach Leistungsstufen in einzelnen Fächern Rechnung getragen. Die Integration wird dabei mehr aus sozialen und gesellschaftspolitischen Erwägungen angestrebt; eine gewisse Differenzierung ist offenbar aber doch für den Lern- und Bildungsprozess erforderlich.

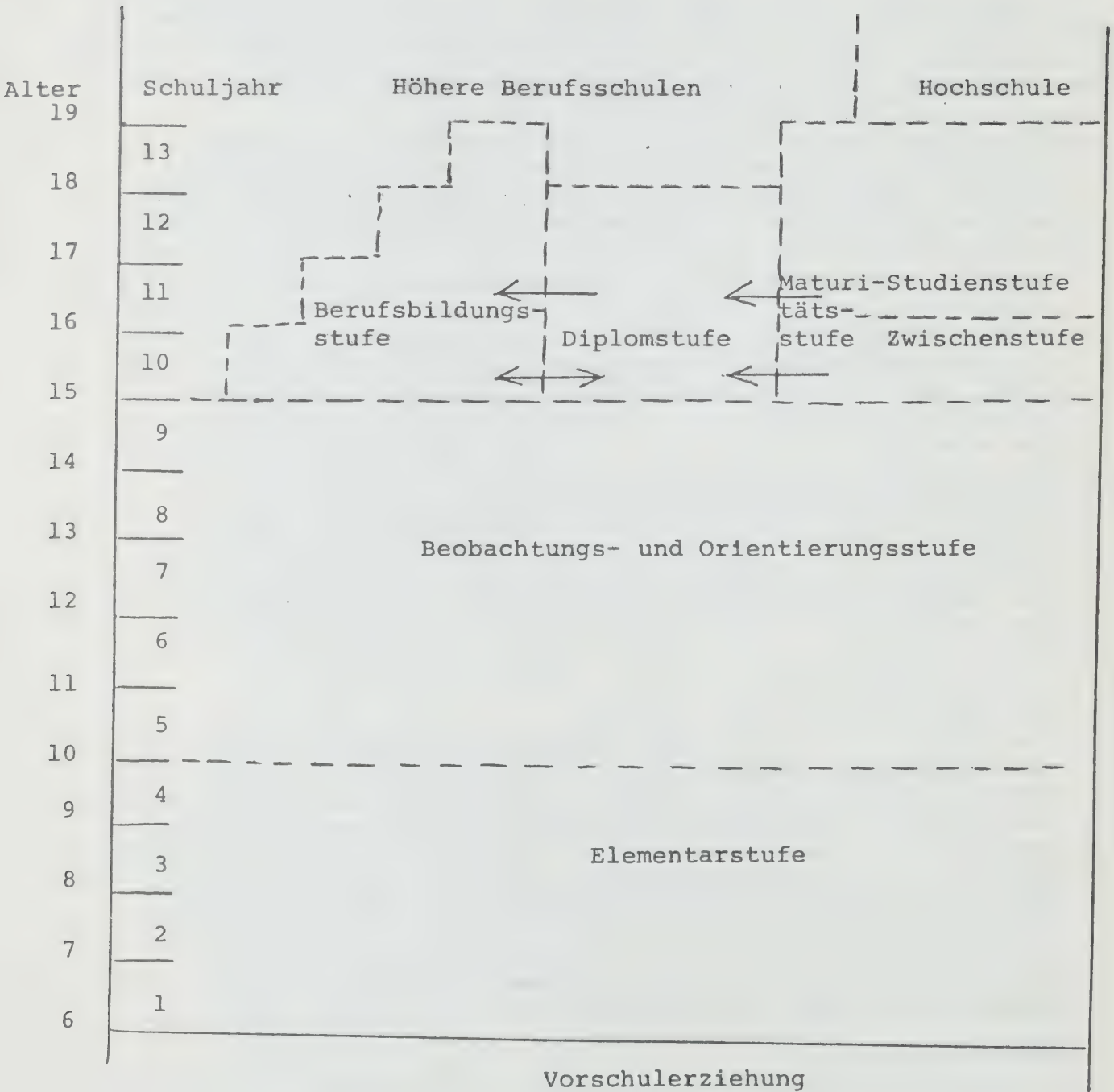
Um die notwendigen Unterrichtsversuche im Blick auf allfällige Reformen des Bildungssystems vorbereiten, überwachen und wissenschaftlich auswerten zu können, wurde die Schaffung eines "Pädagogischen Zentrums" in Verbindung mit der Universität angeregt. Verwirklicht wurde das Postulat mit dem Amt für Unterrichtsforschung und -planung der Erziehungsdirektion.

2.4 Vorgeschlagene Reform - Modelle

Die Befürworter einer integrierten Gesamtschule wollen eher horizontal gegliederte Schulsysteme verwirklichen. Die Schüler, welche heute zum Teil in drei verschiedenen vertikal gegliederten Schultypen (z.B. Primarschule, Sekundarschule, gymnasiale Klassen innerhalb der Schulpflicht) getrennt unterrichtet werden, sollten nach den genannten Vertretern der Gesamtschule ihre Ausbildung gemeinsam, d.h. in der gleichen Schule absolvieren.

Die graphische Darstellung eines horizontal gegliederten Schulsystems sieht wie folgt aus:

Darstellung Nr. 3:



In diesem Schulsystem wird grosses Gewicht auf die sogenannte Durchlässigkeit gelegt. Der Entscheid für eine bestimmte Ausbildungsrichtung soll möglichst weit hinausgeschoben werden können. Auch nach der obligatorischen Schulzeit soll ein Wechsel zwischen den einzelnen Schulstufen nach beiden Seiten möglich sein. Die Kommission "Mittelschule von morgen" schlägt z.B. ein solches Schulsystem vor. Demgegenüber ist das heutige bernische Schulsystem wie gesagt noch vorwiegend vertikal gegliedert. Die zuständigen Behörden bemühen sich aber, dass auch hier Uebertritte von "falsch eingespurten Schülern" ermöglicht werden. Dazu dienen die vorgenannten speziellen Schulstufen sowie die Anschluss-, Vorbereits- und Fortbildungsklassen an höheren Mittelschulen.

2.5 Organisation der Erziehungsdirektion und Dienstweg

Neben der Bewältigung der Verwaltungsaufgaben im engeren Sinn hat die Erziehungsdirektion auch Planungsarbeit zu leisten. Bei den sich zum Teil im Gange befindlichen, zum Teil sich anbahnenden Koordinations- und Erneuerungsbebewegungen im Bildungswesen sollen die Erziehungsbehörden gestaltend und nicht nur verwaltend tätig sein. Das bedingt, dass sie sich einerseits durch die beratenden Organe - insbesondere die Inspektorenkonferenz, die Seminardirektorenkonferenz und die Rektorenkonferenz - ständig über die Bedürfnisse und Neuerungen der Schulpraxis orientieren und andererseits die neueren Erkenntnisse der Forschung zu verarbeiten suchen.

Hier entwickelt sich neben der bisherigen pädagogischen Bearbeitung von Schul- und Bildungsfragen eine vor allem auf der Lernpsychologie fussende Unterrichtsforschung, die stark mit empirischen Methoden arbeitet. Daher spricht man heute häufig von sogenannten Schulversuchen sowie von Versuchs- oder Modellschulen. Daneben werden in neuester Zeit in der sogenannten Bildungsökonomie auch ökonomische Gesichtspunkte im Bildungswesen berücksichtigt. Einerseits müssen die finanziellen Konsequenzen der vorgeschlagenen Massnahmen im Bildungsbereich möglichst genau ermittelt werden, andererseits sollten wir das Ziel, das Bildungswesen auch nach ökonomischen Gesichtspunkten zu gestalten, konsequenter als bisher verfolgen. Die Erfüllung der skizzierten Aufgaben setzt voraus, dass die Erziehungsdirektion über entsprechend ausgebildete Fachleute verfügt. Neben den Stellen der Sachbearbeiter für die verschiedenen Bereiche mussten sogenannte Stabsstellen im Direktionssekretariat und im Amt für Unterrichtsforschung und -planung geschaffen werden. Nur so lässt sich eine realitätsbezogene und doch im Kontakt mit der Wissenschaft stehende Bildungsplanung aufbauen.

Für Schul- und Gemeindebehörden ist die Kenntnis des sogenannten Dienstweges wichtig. Auf den Aussenposten der Erziehungsdirektion, gleichsam an der "pädagogischen und organisatorischen Front", stehen die vollamtlichen Schulinspektoren und die nebenamtlichen Expertinnen für den Mädchenhandarbeitsunterricht und für den Hauswirtschaftsunterricht. Der Kanton Bern hat vollamtliche Primar-, Sekundar- und Turninspektoren. Es ist nun für einen "Grossbetrieb", wie ihn die Erziehungsdirektion mit dem Bildungswesen darstellt, unbedingt nötig, den Dienstweg konsequent einzuhalten. Daher ist den Gemeinde- und Schulbehörden dringend zu raten, bei auftauchenden Fragen zuerst mit dem zuständigen Schulinspektor Kontakt aufzunehmen. Nur in Fragen, welche den Inspektor sicher nicht berühren oder von denen der Inspektor Kenntnis hat, ist direkte telefonische oder schriftliche Verbindung mit der Erziehungsdirektion am Platz (z.B. in Fragen betreffend Anteil der Gemeinden an den Lehrerbessoldungen; mit Kopie an den zuständigen Schulinspektor).

3. Schulkoordination und Schulreform

3.1 Vorbemerkungen

Die Koordination visiert eher eine äussere Angleichung der verschiedenen kantonalen Schulsysteme an. Daher spricht man zu Recht häufig von Harmonisierung der verschiedenen Schulsysteme. Die Konferenz der kantonalen Erziehungsdirektoren hatte mit ihrem 1967 aufgestellten Programm deutlich der äusseren Koordination vor der inneren Reform die Priorität gegeben. Die Politiker hofften offenbar, die schwierigere Schulreform sei im Anschluss an die bereits erfolgte äussere Angleichung der Schulsysteme einfacher durchzuführen. Die Ergebnisse der Abstimmungen über die sogenannten Koordinationsgesetze in den Kantonen Zürich und Bern im Juli 1972 zeigen, dass eine Schulkoordination in der Deutschschweiz vorerst gescheitert ist. Im Gegensatz dazu schreitet die Koordination in den französischsprachigen Kantonen zügig voran. Die zum Teil schon geplante und zum Teil noch zu konzipierende "Ecole romande" wird in die Wirklichkeit umgesetzt. Gerade für den Kanton Bern ergaben sich - insbesondere in der Region Biel - bedeutende Probleme infolge des verschiedenen Schuljahresbeginns in den einzelnen Sprachregionen.

3.2 Schulkoordination

Im Vordergrund standen insbesondere seit 1967 die drei folgenden Aspekte:

<u>Koordinationspunkte</u>	<u>Empfehlungen der Erziehungsdirektoren-Konferenz 1967</u>
1. Schuljahresbeginn	Beginn nach den Sommerferien
2. Schuldauer	9 Jahre
3. Schuleintrittsalter	zurückgelegtes 6. Altersjahr mit Verschiebungsmöglichkeiten um 4 Monate nach den beiden Richtungen

Von diesen Fragenkreisen wäre im Kanton Bern nur noch der Schuljahresbeginn anzupassen. Hier zeigten sich aber grosse Widerstände, da sich tatsächlich keine nennenswerten pädagogischen Vorteile für den Spätsommer- oder Herbstbeginn anführen liessen. Die "organisatorische Uebung" im Blick auf die künftige Koordination und Reform in wesentlichen Punkten wie "Lehrpläne", "Beginn der Sekundarschule" und "Beginn des Fremdsprachenunterrichts", wurde abgelehnt. Die Frage bleibt offen, wie weit es der Erziehungsdirektorenkonferenz aufgrund des Konkordates noch gelingt, die Harmonisierung doch noch zu erreichen. Offen bleibt ebenfalls, wie weit dem Bund allenfalls Kompetenzen gegeben würden, eine schweizerische Koordination im Bildungswesen zu erzwingen. Die Ablehnung der sogenannten Bildungsartikel am 3./4. März 1973 durch das Ständemehr lässt die Hoffnung auf eine Bundeslösung nicht mehr so gross erscheinen.

3.3 Schulreformen

Viele Leute denken an revolutionäre Bewegungen, wenn von Schulreformen die Rede ist. Diese zum Glück nicht richtige Ansicht ist durch teilweise bedenkliche Unruhen an gewissen Universitäten und an einzelnen Mittelschulen entstanden.

Eine "friedlichere Form" einer Schulreform besteht z.B. darin, neue Schultypen - allenfalls eine Form der Gesamtschule - ohne Vorurteil ^{neutrale} auszuprobieren, sowie Lehrpläne und Lehrmittel unter besonderer Berücksichtigung gegenwärtiger und in die Zukunft weisender Fragestellungen zu erstellen sowie die zentralen Fragen der Lehrerbildung und Fortbildung grundsätzlich zu überdenken.

Die Bewältigung dieser Aufgabe erfordert eine enge Zusammenarbeit, insbesondere zwischen folgenden Stellen der Erziehungsdirektion:

- Direktionssekretariat
- Abteilung Unterricht
- Amt für Unterrichtsforschung und -planung
- Inspektorat
- Zentralstelle für Lehrerfortbildung

APPENDIX 9.3

FINANCING OF TEACHERS' SALARIES

FINANCING OF TEACHERS' SALARIES

6.7 Die Besoldungsfinanzierung6.7.1 Die Lastenverteilung für die Lehrerbesoldungen

Unter der Lastenverteilung gemäss LBG versteht man die gemeinsame Finanzierung der Besoldungsaufwendungen durch den Kanton und die Gesamtheit der 491 Einwohnergemeinden. Man könnte auch von einem Pool sprechen.

Da für Kindergarten, für Primarschule und für Sekundarschule getrennt abgerechnet wird, sollte man eigentlich von den drei Lastenverteilungen im Bereich der Lehrerbesoldungen reden.

In Artikel 18 Absatz 1 LBG werden die beiden ersten Schritte in der Abwicklung der Lastenverteilung umschrieben:

- Die Besoldungsaufwendungen, Zulagen und Entschädigungen gemäss Artikel 4 und 5 sowie die Arbeitgeberbeiträge an die Lehrerversicherungskasse für Lehrer an nicht staatlichen öffentlichen Schulen unterliegen einer Lastenverteilung, wobei der Staat von der gesamten Summe grundsätzlich 3/7 und die Gesamtheit der Ge-

meinden 4/7 zu tragen haben".

Die Besoldungsaufwendungen für Lehrer an höheren Mittelschulen werden weiterhin nach Artikel 14ter des MSG von Staat und Gemeinden getragen. Die kantonalen Subventionen sind mit 70 - 90 % gleich hoch wie diejenigen für die übrigen Betriebskosten (bei den übrigen Betriebskosten muss aber die Gemeinde noch Eigenleistungen aufweisen).

Source: Ibid, para. 6.7.1 - 6.7.3

Bei der Abwicklung der Lastenverteilung muss naturgemäss zuerst die zu finanzierende Gesamtsumme ermittelt werden. Diesen ersten Schritt stellen wir am Beispiel der Lastenverteilung für die Sekundarschule mit gerundeten Näherungswerten dar. (Alle Angaben für 1975)

1. Besoldungsaufwendung (inkl. Arbeitgeberbeiträge an AHV usw.)	Fr. 107,5 Mio.
2. Vorausleistungen der Gemeinden	Fr. <u>3,4 Mio.</u>
3. Total Aufwendungen	Fr. 110,9 Mio.
4. Abzüglich Erträge (EO und IV)	Fr. 0,6 Mio.
5. Vom Kanton und den Gemeinden zu finanzieren	Fr. 110,3 Mio.

Im zweiten Schritt ist die vom Kanton (3/7) und die von der Gesamtheit der Einwohnergemeinden (4/7) zu finanzierende Besoldungssumme zu ermitteln.

- Anteil Kanton (3/7)	Fr. 47,3 Mio.
- Anteil Gemeinden (4/7)	Fr. <u>63,0 Mio.</u>
- Total	Fr. 110,3 Mio.
	=====

Der dritte Schritt der Lastenverteilung ist in Artikel 16 LBD geregelt. Die 4/7 der durch die Gesamtheit der Gemeinden aufzubringenden Aufwendungen werden wie folgt auf die einzelnen Einwohnergemeinden verteilt:

- 45 % der Besoldungsaufwendungen aufgrund der absoluten Steuerkraft im Sinne des Dekretes über den direkten und indirekten Finanzausgleich;
- 55 % aufgrund der effektiven, nach Schultypen getrennten Schülerzahlen der Einwohnergemeinden. Den Einwohnergemeinden wird für Kindergarten, Primarschule und Sekundarschule getrennt Rechnung gestellt.

Der vierte Schritt steht im Zusammenhang mit den einzelnen Gemeinden aufgrund von Artikel 20 LBG gewährten Entlastungen. So betrugen z.B. die für die Sekundarschule 1975 den Gemeinden mit geringer Steuerkraft gewährten Entlastungen Fr. 238 848.--. Dieser Betrag ist von den nicht entlasteten Gemeinden zu finanzieren. Daher be-
zahlen entlastete und nicht entlastete Gemeinden im Anteil

nach Schülerzahl pro Schüler nicht den genau gleichen Betrag.

Die ersten beiden Schritte bei der Berechnung der Lastenverteilung für Kindergarten, Primar- und Sekundarschule sind aus der nachfolgenden Tabelle Nr.4 und der Darstellung Nr.4 ersichtlich.

Tabelle Nr. 4:

Finanzierung der Besoldungsaufwendungen 1975 (Zahlen Mio. Franken)

Stufe	Besoldungsaufwendungen		Total (7/7)	Gemeindeanteile nach		Total (100%)
	Kanton (3/7)	Gemeinden (4/7)		Schülerzahl (55%)	Steuerkraft (45%)	
Kindergarten	8,9	11,8	20,7	6,5	5,3	11,8
Primarschule	120,9	161,1	282,0	88,6	72,5	161,1
Sekundarschule	47,3	63,0	110,3	34,6	28,4	63,0
Total	177,1	235,9	413,0	129,7	106,3	235,9

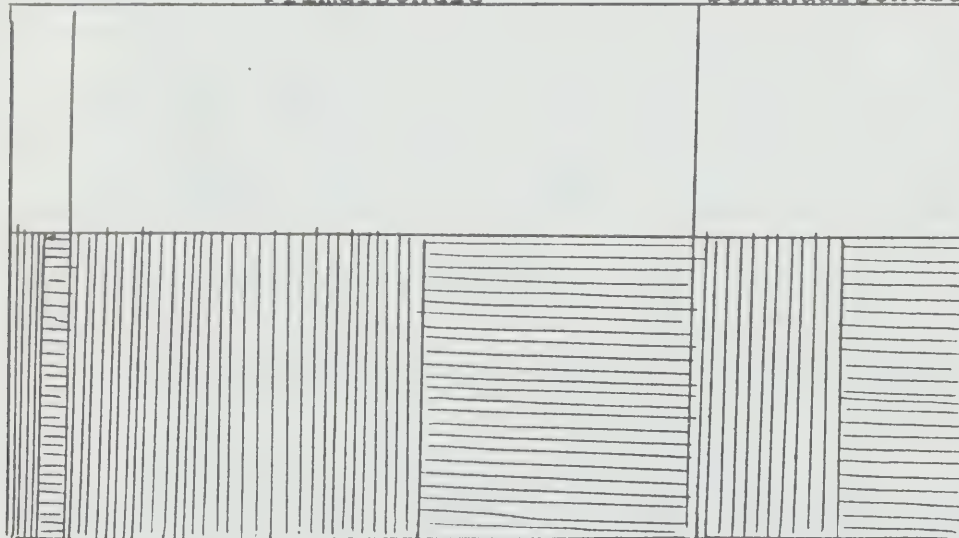
Darstellung Nr. 4:

Finanzierung der Besoldungsaufwendungen 1975 im Rahmen der Lastenverteilung.

Kindergarten

Primarschule

Sekundarschule



Kanton 3/7

Gemeinden 4/7

Besoldungsaufwendungen
1 cm = 30 Mio. Fr.



nach Schülerzahl



nach Steuerkraft

6.7.2 Die Besonderheiten der Lastenverteilung bei Primar- und Sekundarschule

6.7.2.1 Primarschule

Sämtliche 491 Gemeinden haben gegenwärtig sowohl den entsprechenden Anteil nach Schülerzahl wie denjenigen nach Steuerkraft zu bezahlen (die Gemeinde Clavaleyeres, die während einer gewissen Zeit keine Primarschüler aufwies, zahlte für die entsprechenden Kalenderjahre lediglich den Anteil nach Steuerkraft). Zum Block Primarschule werden die besonderen Klassen, die Schüler der erweiterten Oberschule und der Weiterbildungsklassen sowie die Besoldungsaufwendungen für Schüler der allgemeinen und für Schülerinnen an der hauswirtschaftlichen Fortbildungsschule gerechnet. Die im Vergleich zu den Primarschülern der Normalklassen höheren Besoldungsaufwendungen für die Schüler in Kleinklassen (infolge kleinerer Schülerzahlen pro Klasse und der Besoldungszulage des Lehrers gemäss Artikel 7 des Dekrets über die Lehrerbesoldungen) werden somit auf alle Primarschüler gleichmässig verteilt. Das gleiche gilt ebenfalls für die Schüler der Weiterbildungsklassen.

6.7.2.2 Für die Sekundarschule zahlen die Gemeinden ohne Sekundarschüler den entsprechenden Anteil nach Steuerkraft. Gemeinden mit relativ wenig Sekundarschülern müssen daher auf einen Sekundarschüler umgerechnet auch bei kleiner Steuerkraft recht bedeutende Beträge im Rahmen der Lastenverteilung leisten.

6.7.3 Die für die Belastung der einzelnen Gemeinden massgebenden Grössen

6.7.3.1 Die Steuerkraft: Grundlage für die 45 Prozent der von der Gesamtheit der Gemeinden aufzubringenden Besoldungen ist die absolute Steuerkraft zum Anlagefaktor 1,0. Die absolute Steuerkraft einer Gemeinde mit 250'000.-- Franken Steuereinnahmen und einer Steueranlage von 2,5 beträgt demnach 100'000.-- Franken. So musste z.B. in der Schlussabrechnung der Lastenverteilung für das Kalenderjahr 1975 eine Gemeinde mit Fr. 100'000.-- absoluter Steuerkraft 1972 für die Primarschule als Anteil nach Steuerkraft Fr. 24'353.25 leisten (pro Fr. 1'000.-- Steuerkraft Fr. 243,5325 Anteil).

Nun müssten einzelne finanzstarke Gemeinden bei voller Berücksichtigung der absoluten Steuerkraft verhältnismässig sehr hohe entsprechende Anteile entrichten. Damit diese Gemeinden im Rahmen der Lastenverteilung dem Kanton nicht mehr als zum Beispiel die ganzen Besoldungen für die eigenen Lehrer bezahlen müssen, ist in Artikel 16 des Lehrerbessoldungsdekretes eine obere Grenze für den Einbezug der absoluten Steuerkraft der Gemeinden festgelegt. Die Steuerkraft wird nur soweit berücksichtigt, wie sie sich aus dem 1,4-fachen Betrag der mittleren Steuerkraft pro Kopf im Kanton ergibt. Diese Begrenzung der absoluten Steuerkraft heisst auch Normalisierung und die entsprechende Steuerkraft wird normalisierte Steuerkraft genannt.

In der Schlussabrechnung der Lastenverteilung für das Jahr 1975 - massgebend war die Steuerkraft des Jahres 1972 - kamen z.B. 17 Gemeinden in den Genuss dieser Normalisierung.

Der nicht ganz einfache Sachverhalt soll an einem Beispiel dargestellt werden. Wir legen die Daten für den Kanton und für die relativ finanzstärkste Gemeinde Boncourt des Jahres 1972 zugrunde.

	absolute Steuerkraft	Steuerkraft pro Kopf	Steuerkraft %
Kanton	311'226'033.--	311.48	100
Gemeinde Boncourt	1'778'950.--	1'117.43	358,75

Die mittlere Steuerkraft pro Kopf (relative Steuerkraft) im Kanton wird = 100 gesetzt. Nun wird bei Boncourt nur die Steuerkraft bis zu 140 % und nicht die ganze von 358,75 % berücksichtigt. Die massgebende normalisierte Steuerkraft lässt sich zum Beispiel mit der folgenden Dreisatzrechnung bestimmen:

$$\begin{array}{r|l}
 358,75 \% & \\
 1 \% & \frac{1778'950 \cdot 140}{358,75} = \text{Fr. } 694'224.-- \\
 140 \% &
 \end{array}$$

Durch diese Normalisierung wurden im Kanton Fr. 13'367'930.-- als Steuerkraft nicht berücksichtigt. Es blieben für die Lastenverteilung 1975 inbezug auf die Steuerkraft 1972 Fr. 297'858'103.--.

